

Multi-Actor Collaborative Networks in Family Resilience Policy: Exploring Resource Exchange Dynamics in Pekanbaru City

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ABSTRACT

Family resilience policy represents a complex governance arena requiring multi-actor cooperation across government levels, civil society, and private sector. The complexity of family-related challenges in rapid urbanization contexts demands governance approaches that transcend traditional sectoral boundaries. Despite growing interest in multi-actor governance, empirical studies exploring resource exchange dynamics in family policy networks remain limited, particularly in developing country contexts. This research employs a qualitative interpretive approach to explore resource exchange dynamics among actors in family resilience policy implementation in Pekanbaru City. Analysis identifies eight primary actors in the family resilience policy network with complementary resource contributions. BKKBN serves as provider of policy framework and national funding, DP3AP2KB as provincial network facilitator, Disdalduk KB as local implementation coordinator, while

PKK and community activists function as vital bridges between formal and informal structures. The research reveals funding coordination challenges stemming from different budget sources (national vs local) and finds dominance of informal support systems over formal services. PKK occupies a unique position as "super connector" with paradoxical dependence on government actors, while family counselors experience marginalization in administratively-dominated coordination networks. This research reveals dynamic collaborative networks with multi-level governance structures that create both opportunities and challenges. Findings indicate that effective family resilience policy requires hybrid governance models integrating formal-informal resource systems, APBN-APBD funding cycle synchronization, and strengthened professional service integration mechanisms. This research offers practical insights for designing more effective multi-actor collaborative architectures in complex social policy domains and enriches understanding of resource exchange dynamics in Indonesian governance contexts.

INTRODUCTION

Family resilience has emerged as a policy domain requiring coordinated responses from various stakeholders across government, civil society, and private sector (Walsh, 2016). The complexity of family-related challenges ranging from economic pressures, parenting dynamics, domestic conflicts, to social fragmentation demands governance approaches that transcend traditional sectoral boundaries (Sørensen & Torfing, 2009). This complexity is increasingly felt in rapid urbanization contexts where traditional family support systems undergo transformation while formal service provision remains fragmented. The concept of governance networks has become an important lens for understanding how various actors collaborate to address complex social problems (Koppenjan, 2016). The core of network effectiveness lies in how resources are distributed and exchanged among actors, with each bringing unique capabilities essential for collective problem-solving (Provan & Kenis, 2008). Resource exchange theory demonstrates that organizational behavior and network formation are fundamentally shaped by the need to obtain vital resources that cannot be provided independently.

Despite growing interest in multi-actor governance, empirical studies exploring resource exchange dynamics in family policy networks remain limited, particularly in developing country contexts. Existing research generally focuses on Western governance systems (Peters et al., 2013), with minimal attention to how multi-level government structures in countries like Indonesia create distinctive collaborative dynamics. Furthermore, while family policy literature acknowledges the importance of inter-agency coordination (Ner et al., 2023), in-depth exploration of resource flows and collaborative dynamics among diverse stakeholders is still rarely conducted. This gap is particularly pronounced in understanding how formal and informal resource systems interact within complex governance networks in non-Western contexts.

This research fills this gap by exploring resource exchange dynamics in family resilience policy implementation in Pekanbaru City, Riau Province, Indonesia. The research poses the questions: How do resource exchange dynamics shape networks and coordination among multi-actors in family resilience policy? What types of resources are most vital for network stability and effectiveness? How do formal and informal resource flows interact within networks? Through empirical investigation in a rapidly urbanizing Indonesian city, this study seeks to understand the mechanisms through which diverse actors coordinate their resources to achieve collective policy outcomes.

This research makes several important theoretical and practical contributions. Theoretically, this study extends resource exchange theory by incorporating multi-level governance dimensions and formal-informal resource integration patterns specific to developing country contexts. It provides the first empirical examination of resource exchange dynamics in Indonesian family policy networks, offering insights into how decentralized governance structures create unique collaborative challenges and opportunities. The research contributes to network governance literature by developing a framework for understanding hybrid governance models that integrate formal institutional resources with informal community-based support systems. Practically, this research offers actionable insights for policymakers and practitioners seeking to design more effective multi-actor collaborative architectures in complex social policy domains. The findings provide specific recommendations for synchronizing APBN-APBD funding cycles, strengthening boundary-spanning organizations like PKK, and integrating professional services within administratively-dominated coordination networks. These insights are particularly valuable for

developing countries grappling with similar multi-level governance challenges in social policy implementation, offering a replicable model for enhancing family resilience through strategic network design and resource coordination mechanisms.

LITERATURE REVIEW

Evolution of Governance Networks Research: From Hierarchy to Collaboration

The study of governance networks has evolved significantly over the past three decades, transitioning from traditional hierarchical models to collaborative arrangements involving multiple autonomous actors (Gedeona, 2013; Muklis et al., 2022). Early governance research in the 1990s primarily focused on government-centric approaches, where public agencies maintained central control over policy processes (Peters et al., 2013). However, scholars increasingly recognized the limitations of purely bureaucratic responses to complex social problems, leading to the emergence of network governance paradigms.

Critical analysis reveals several evolutionary phases in governance networks research. The first phase (1990s) emphasized descriptive mapping of inter-organizational relationships but lacked theoretical depth about network dynamics (Provan & Kenis, 2008). The second phase (2000s) developed more sophisticated analytical frameworks, particularly around network effectiveness and management, yet remained predominantly focused on Western, developed country contexts (Koppenjan, 2016). The third phase (2010s-present) has attempted to address context-specific variations but continues to suffer from limited empirical validation in developing country settings, particularly regarding how multi-level governance structures create distinctive collaborative challenges.

A significant limitation of existing governance networks literature is its tendency to assume homogeneous institutional contexts. Most seminal works (Muklis et al., 2022; Rhodes, 2007) developed frameworks based on relatively stable, well-resourced governance environments, potentially limiting their applicability to contexts characterized by resource scarcity, institutional fragmentation, and strong informal governance traditions found in developing countries.

Resource Exchange Theory: From Organizational Survival to Network Effectiveness

Resource exchange theory emerged from organizational studies focusing on inter-organizational dependency and survival (Provan & Kenis, 2008). Initially conceptualized to explain bilateral organizational relationships, the theory has been progressively adapted to understand complex multi-actor networks. Early formulations emphasized tangible resources—primarily financial and material assets—while underestimating intangible resources like legitimacy, knowledge, and social capital (Nugroho, 2023).

Contemporary resource exchange research has identified critical gaps in understanding resource flow dynamics. demonstrate that resource complementarity can become resource incompatibility when actors operate under different institutional frameworks, yet their analysis remains limited to single-level governance contexts. Furthermore, most resource exchange studies focus on resource acquisition and distribution but inadequately examine how temporal misalignments in resource availability create network instabilities (Provan & Kenis, 2008)).

A particularly underexplored dimension is the interaction between formal and informal resource systems. While formal resources (funding, legal authority, technical expertise) are well-

documented in literature, informal resources (community networks, cultural legitimacy, voluntary engagement) remain poorly understood, especially regarding how they complement or compete with formal resource flows in network effectiveness (Siciliano & Whetsell, 2021)

Multi-Actor Governance in Family Policy: Coordination Challenges and Gaps

Family policy represents an inherently complex domain requiring diverse expertise and resources from government agencies, civil society organizations, and private sector partners (Martinez, 2011). However, critical analysis reveals significant theoretical and empirical gaps in understanding multi-actor coordination in family policy contexts.

First, existing literature predominantly focuses on service delivery coordination while neglecting policy formulation and implementation network dynamics (Ismail & Ariyadi, 2022). Studies typically examine individual agency performance rather than network-level effectiveness, missing crucial insights about resource interdependencies and coordination mechanisms. Second, most family policy network research is conducted in Western welfare state contexts with well-established institutional frameworks, limiting understanding of how emerging governance systems manage multi-actor coordination (Maulana & Yulianti, 2022).

Third, current literature inadequately addresses the role of boundary-spanning organizations in family policy networks. While scholars acknowledge the importance of intermediary organizations, systematic analysis of how these actors facilitate resource exchange and network integration remains limited (Ner et al., 2023). This gap is particularly significant given the prominence of hybrid organizations in developing country contexts.

Indonesian Governance Context: Decentralization and Network Complexity

Indonesia's governance system presents unique characteristics highly relevant to multi-actor coordination challenges. Post-1998 decentralization reforms created complex multi-level governance structures with overlapping responsibilities among national, provincial, and local governments (Agusta Ari Wibowo & Indra Kertati, 2022; Kusnadi, 2020). However, existing research on Indonesian governance networks suffers from several critical limitations.

First, most studies focus on single-sector analysis without examining cross-sectoral resource flows essential for complex policy domains like family resilience. Second, research typically emphasizes formal institutional arrangements while underestimating informal governance traditions and community-based organizations that often provide more accessible and culturally appropriate support than formal government services (Riska Chyntia Dewi & Suparno Suparno, 2022). Third, limited attention has been given to how different funding sources (APBN vs APBD) create coordination challenges in multi-level governance contexts.

Theoretical Framework Development

Based on critical analysis of existing literature, this research develops an integrated theoretical framework combining resource exchange theory with multi-level governance perspectives. The framework posits that network effectiveness in complex policy domains depends on three critical dimensions (Abdullah & Afandi, 2021; Nugroho, 2023; Saoli, 2020)(Sopia Rukmana S et al., 2019):

1. Resource Complementarity and Temporal Alignment: Network stability requires not only diverse resource contributions but also temporal coordination of resource availability across different actors and governance levels.
2. Formal-Informal Resource Integration: Effective governance networks must strategically integrate formal institutional resources with informal community-based resources, recognizing their different operational logics and exchange mechanisms.
3. Boundary-Spanning Capacity: Network effectiveness depends on the presence and performance of boundary-spanning organizations capable of translating between different institutional contexts and facilitating resource flows across formal-informal divides.

Positioning This Research: Building on and Extending Previous Work

This research directly addresses identified gaps in existing literature through several innovative approaches. First, it extends resource exchange theory by incorporating multi-level governance dimensions and temporal coordination challenges largely neglected in previous studies. Unlike existing research that focuses primarily on Western contexts, this study provides empirical validation of network theories in Indonesian decentralized governance settings.

Second, this research advances understanding of formal-informal resource integration by systematically examining how community-based organizations and government agencies coordinate their distinct resource bases. While previous studies (Kusnadi, 2020; Riska Chyntia Dewi & Suparno Suparno, 2022; Saputra et al., 2021) acknowledge informal governance importance, this research provides the first systematic analysis of resource exchange mechanisms between formal and informal actors in family policy networks.

Third, this study contributes to family policy literature by developing network-level rather than agency-level analysis of policy implementation effectiveness. Building on (Martinez, 2011; Maulana & Yulianti, 2022), this research examines how multi-actor coordination creates both opportunities and constraints for family resilience outcomes, offering insights applicable to similar developing country contexts facing rapid urbanization and governance transformation challenges.

METHODOLOGY

This research employs a qualitative interpretive approach to explore resource exchange dynamics among actors in family resilience policy implementation in Pekanbaru City, Riau Province, Indonesia. Pekanbaru was selected as the research setting due to its characteristics as a rapidly urbanizing city with complex family challenges requiring multi-actor collaborative responses. Data collection was conducted through in-depth interviews with eleven key informants representing the spectrum of actors in the family resilience policy ecosystem. Informants were purposively selected based on their strategic roles in the network, including representatives from BKKBN as the national agency, DP3AP2KB as provincial coordinator, Disdalduk KB as city implementer, Health Department, PKK as women's organization, Alfamart as private sector representation, professional family counselors, and community leaders. Interviews were conducted using semi-structured guides exploring informants' experiences, perceptions, and interpretations of network dynamics, resource exchange patterns, coordination mechanisms, collaboration challenges, and each actor's role in the family resilience ecosystem. Each interview lasted 60-90

minutes and was recorded with informant consent. Data analysis followed a thematic analysis approach with iterative coding processes. Interview transcripts were coded to identify emerging themes related to resource exchange dynamics, collaboration patterns, and coordination challenges. Findings were validated through source triangulation and member checking with several key informants.

RESULTS AND DISCUSSION

Actor Identification and Resource Mapping

Analysis identified eight primary actors in Pekanbaru's family resilience policy network, each contributing different resources essential for collective effectiveness. Table 1 summarizes key resource contributions and dependency relationships.

Table 1. Resource Mapping and Dependency Analysis

Actor	Critical Resources	Dependency Level	Key Dependencies
BKKBN	National funding (APBN), methodology, technical guidelines	High on implementation partners	DP3AP2KB, Disdalduk KB, PKK for field implementation
DP3AP2KB	Provincial coordination authority, OPD networks, legitimacy	High on national guidelines and grassroots access	BKKBN for methodology, PKK for community networks
Disdalduk KB	Local implementation staff, local budget (APBD), city coordination	High on national methodology and community mobilization	BKKBN for technical guidelines, PKK for community access
Health Department	Health data, medical personnel, health facilities	High on program integration	BKKBN and DP3AP2KB for integrated programs
PKK	Grassroots networks to RT/RW level, community mobilization, local legitimacy	High on all government actors	Government actors for programs and legitimacy
Private Sector	Distribution networks, logistic efficiency, CSR commitment	High on government legitimacy	Disdalduk KB for data and coordination
Family Counselors	Specialized counseling expertise, case experience	High on referral systems	Health Department and Social Department for referrals
Community	Participation, local knowledge, program feedback	High on all actors	All actors for information and services

Source: Processed Research Data 2025

The resource mapping table reveals complex dependency structures in family resilience policy implementation in Pekanbaru, where BKKBN-DP3AP2KB-Disdalduk KB form a vertical dependency chain reflecting Indonesia's multi-level governance characteristics. BKKBN controls strategic resources in the form of APBN funding, methodology, and technical guidelines, yet experiences high dependency on local implementers to translate policies into actual programs. This paradox creates situations where the largest resource holder cannot function independently without collaboration with implementer actors, while DP3AP2KB as middle coordinator faces dual dependency on national guidelines and local grassroots access.

PKK occupies a unique position as "super connector" linking formal structures with community implementation. This organization possesses the most vital resources in the form of networks reaching RT/RW levels, community mobilization, and local legitimacy, yet paradoxically experiences high dependency on all government actors for programs and formal legitimacy. This paradoxical position reflects Indonesian governance reality where community-based organizations have community access that formal structures lack, yet still require institutional support. PKK functions as a boundary-spanning organization translating formal policies into community action, making it the most needed yet most vulnerable actor in the network.

Family Counselors experience marginalization as specialist actors in networks dominated by administrative coordination. Despite possessing specialized counseling expertise essential for family resilience, they experience high dependency on referral systems with limited access to core networks. This indicates that network architecture better accommodates administrative-financial resource flows compared to knowledge-based resources requiring special integration pathways. Meanwhile, the private sector (Alfamart) serves as peripheral contributor with distribution and CSR resources but heavily depends on government legitimacy, showing limited integration in core policy networks.

Analysis reveals duality in support systems where formal government structures operate through structured resource flows, while informal community-based actors provide participatory resources and local knowledge more accessible to communities. These findings indicate that effective family resilience policy requires hybrid governance models integrating formal-informal resource systems, APBN-APBD funding cycle synchronization, and strengthened professional service integration mechanisms for optimized family resilience outcomes.

Network Interconnection Dynamics and Structure

Analysis reveals complex collaborative webs with several interesting patterns. Network visualization shows how various actors connect in the family resilience policy ecosystem, with some actors occupying central positions while others remain peripheral.

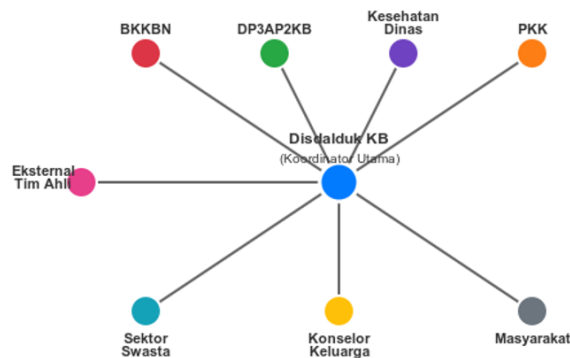


Figure 1. Task Force Network Patterns

Source: Researcher analysis using NVivo

This network structure reveals hub-and-spoke patterns where one main actor becomes the coordination center for other actors. In Pekanbaru's context, this pattern reflects Disdalduk KB's central role as local coordinator connecting various stakeholders. (1) First, vertical resource flows dominate between government levels, with local implementers heavily requiring national agencies for funding and methodology, while national agencies need local actors for field implementation. As revealed by a BKKBN official: "Without partners, BKKBN would be meaningless. We completely require other actors for field implementation." (2) Second, PKK and community mobilizers occupy vital connecting positions, functioning as bridges between formal government

structures and community-level implementation. Their extensive grassroots networks make them highly necessary for program reach and legitimacy. A Disdalduk KB representative emphasized: "PKK has networks reaching RT/RW levels that are very important for directly reaching communities."

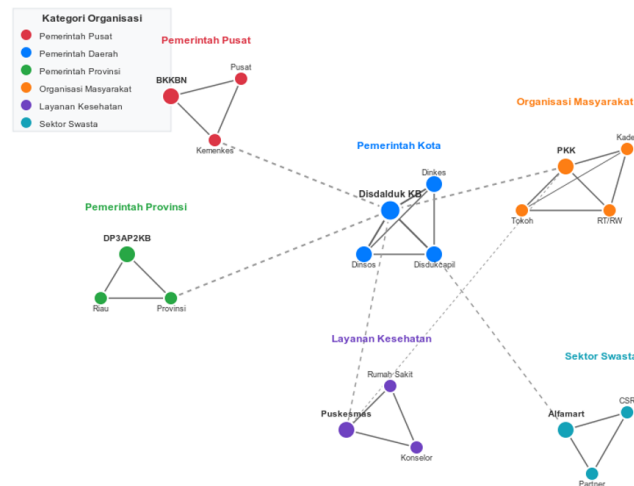


Figure 2. Multi-Actor Collaborative Networks in Family Resilience Policy

Source: Researcher analysis using NVivo

This more complex visualization reveals actor heterogeneity in networks, where each color represents different organizational characteristics—from central government agencies, regional agencies, community organizations, to private sector. This visual complexity reflects field reality where various types of organizations with different cultures, orientations, and resources must collaborate. Interesting from this visualization is visible clustering—where organizations with similar characteristics tend to group together, yet remain connected to other clusters through certain connecting actors. PKK, for example, becomes a bridge between formal government clusters and community clusters. (3) Third, significant funding coordination paradox emerges where different budget sources (national APBN vs local APBD) create implementation discontinuity. BKKBN explained: "Sometimes in program implementation, BKKBN and regional government agencies receive different funding sources. When BKKBN programs end but regional agencies cannot continue due to budget limitations, programs become unsustainable."

Interaction Dynamics and Coordination Mechanisms

Interaction analysis reveals interesting communication dynamics with clear concentration and marginalization patterns. Disdalduk KB emerges as the most active coordination hub, establishing intensive communication with almost all other actors. This strategic position reflects their role as primary local implementer who must coordinate various interests.

Table 2. Actor Interaction Frequency Matrix

	BKKBN	Disdalduk KB	DP3AP2KB	Health Dept	PKK	Community	Private	Counselor
BKKBN	-	Frequent	Frequent	Frequent	Frequent	Rare	Rare	Rare
Disdalduk KB	Frequent	-	Rare	Frequent	Frequent	Frequent	Frequent	Rare
DP3AP2KB	Frequent	Rare	-	Frequent	Frequent	Rare	Rare	Rare
Health Dept	Frequent	Frequent	Frequent	-	Frequent	Frequent	Rare	Frequent
PKK	Frequent	Frequent	Frequent	Frequent	-	Frequent	Frequent	Rare
Community	Rare	Frequent	Rare	Frequent	Frequent	-	Rare	Rare
Private	Rare	Frequent	Rare	Rare	Frequent	Rare	-	Rare
Counselor	Rare	Rare	Rare	Frequent	Rare	Rare	Rare	-

Source: Processed Research Data

Disdalduk KB emerges as central coordination hub with highest number of frequent interactions, reflecting its role as primary local implementer. PKK also shows high connectivity, confirming its bridging function between government levels and communities.

Coordination mechanisms have evolved to include digital platforms, with WhatsApp groups becoming primary communication tools. A Health Department representative noted: "Now there are WhatsApp groups for quick communication—this is most practical." However, digital coordination often complements rather than replaces formal meetings and creates challenges for substantive policy discussions.

Formal vs Informal Dynamics in Family Support

A striking finding is the dominance of informal support systems in actual family resilience provision. Community members consistently report greater dependence on family, neighbors, and local community networks than formal government services. A community representative explained: "The most important support comes from parents and in-laws, then siblings who help during difficulties. Neighbors are also good, often helping each other."

This informal resource dominance creates parallel support systems operating independently from formal governance networks. Informal networks provide emotional support, emergency financial assistance, childcare, and information sharing with greater responsiveness and cultural appropriateness than formal services.

DISCUSSIONS

These findings enrich resource exchange theory in several important dimensions. (a) First, this study demonstrates how multi-level governance structures create layered relationships that can enhance network resilience but also introduce coordination complexity. Vertical resource flows between BKKBN, DP3AP2KB, and Disdalduk KB show how resource flows can become bottlenecks at intermediate levels, creating implementation gaps. (b) Second, funding coordination paradox illustrates how resource complementarity can become incompatibility when different actors operate under different funding cycles and accountability requirements. These findings indicate that resource exchange theory needs to consider temporal and institutional dimensions of resource flows, not just resource types and quantities. (c) Third, informal resource flow dominance challenges assumptions about formal network effectiveness. While formal governance networks

may achieve policy coordination, actual service delivery and family support often depend more on informal networks with different resource bases and exchange mechanisms.

Bridging Roles in Networks

PKK's central bridging position confirms the importance of boundary-spanning organizations in multi-actor governance (Williams, 2002). PKK's unique position stems from its hybrid character—formally linked with government structures but operating through voluntary community engagement. This dual identity enables PKK to translate between formal policy requirements and informal community needs.

Marginalization of specialist actors like family counselors highlights how professional expertise can be underutilized in networks dominated by administrative coordination. Despite possessing critical knowledge resources, counselors remain peripheral due to limited formal integration mechanisms and persistent social stigma.

Implications for Network Design

Findings indicate several principles for designing more effective multi-actor governance networks in family policy contexts. (1) First, network architects must give explicit attention to temporal coordination of resource flows, ensuring different funding cycles and accountability periods are aligned to prevent implementation gaps. (2) Second, formal networks must deliberately integrate and strengthen informal support systems rather than attempt to replace them. Community preferences for informal support indicate that effective family resilience strategies require hybrid approaches leveraging both formal and informal resources. (3) Third, specialized knowledge resources require special integration mechanisms to prevent marginalization. Professional expertise in areas like family counseling requires formal pathways for input into network coordination and decision-making processes.

CONCLUSION

This research provides empirical evidence of how resource exchange dynamics shape multi-actor governance networks in family resilience policy implementation. Analysis reveals complex collaboration patterns creating both network strengths and vulnerabilities, with particular challenges emerging from multi-level governance structures and funding disconnects. Informal support system dominance indicates that effective family resilience governance requires approaches that integrate rather than compete with existing community resources. PKK's successful bridging role demonstrates the value of hybrid organizations that can bridge formal and informal governance domains. These findings contribute to resource exchange theory by highlighting temporal and institutional dimensions of resource flows in multi-level governance contexts. This study also provides practical insights for policymakers seeking to design more effective multi-actor coordination mechanisms in complex social policy domains. Future research should examine how these resource exchange patterns vary across different urban contexts and policy domains. Longitudinal studies can explore how network structures and resource flows evolve over time in response to changing policy priorities and environmental conditions

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