

Collaborative Governance Model for Sustainable Village Planning in Kampar District, Riau, Indonesia

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ABSTRACT

Sustainable village planning has become a major focus in Indonesia's national development strategy. The concept aims to create rural communities that are resilient, self-reliant, and able to meet the needs of the current generation without compromising the ability of future generations to meet their own needs. This study aims to present a governance model for stakeholder collaboration in strengthening sustainable village planning discussed at the musrenbang forum, starting at the village, sub-district, district/city level and ending at the provincial level. The formulation of village planning involves stakeholders (government, private sector, civil society, universities, and mass media) that can provide input, outcomes and benefits for sustainable village development planning. This research uses qualitative research with a descriptive approach. Through the analysis of the collaboration model, it seeks to involve stakeholders in the decision-making process and its implementation. With the Collaboration model for village planning can realize sustainable village development. The key to the success of collaboration lies in the commitment of all parties to actively participate.

Keywords: *Collaboration, Governance, Planning, Model, Sustainable, Village.*

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INTRODUCTION

Sustainable rural planning has become a significant focus of national development strategies in many countries, including Indonesia. The concept aims to create rural communities that are resilient, self-reliant, and able to meet the current generation's needs without compromising the ability of future generations to meet their own needs. Sustainable village planning is a holistic process for designing and implementing long-term development strategies that balance economic, social, and environmental factors. This concept is based on the United Nations' principles of sustainable development outlined in the 2030 Agenda for Sustainable Development.

The enactment of Law of the Republic of Indonesia No. 6 of 2014 on Villages is a legal instrument that aims to regulate the procedures for implementing village autonomy, strengthen democratic and participatory village governance, and encourage sustainable

and equitable village development. This requires the concept of sustainable development in national and regional planning. This requires the pillars of sustainable development — economic, social, and environmental — each of which must develop in a balanced manner to achieve development and community welfare.

The Village-Based Development (VBD) model, as stipulated in Law No. 6/2014 on Villages, requires villages (village officials and residents) to be able to move independently in village development. However, the government has not developed an applicable model for village development. The Smart Village formulation model is an alternative to village development in Indonesia (Ella, S., & Andari, 2018). The results showed that the Smart Village model in village development in Indonesia includes five dimensions, namely: 1) Resources, (2) Technology, (3) Service Chain, (4) Institutional, and (5) Sustainability, and four development phases in which the collaborative governance model is the leading implementer.

For this reason, collaborative participatory planning is needed, utilizing a two-way approach: top-down and bottom-up. The forum used for participatory planning is known by the technical term development plan deliberation (Musrenbang), starting from the lowest unit, namely the village/kelurahan level, and proceeding hierarchically upward to the sub-district, district/city, province, and finally the central level. The strength of national and regional development in Indonesia lies in the ability of lower-level village governments and village communities to identify their own development needs. The drive and enthusiasm to develop villages involves various stakeholders, including the government, private sector, academics, civil society, and the mass media. With a collaborative approach, sustainable village planning discussed at the village musrenbang forum is more effective and targeted.

In general, collaborative governance is explained as a process in which various stakeholders are involved to achieve common goals by addressing the interests of each agency (Codery, 2004; Hatman et al., 2002). Collaborative governance is not limited to stakeholders consisting of government and non-government, but also formed on the existence of “multi partner governance” which includes the private sector, society, and civil society, and is built on the synergy of the role of stakeholders and the preparation of hybrid plans such as public-private and private-social cooperation (Agrawal and Lemos, 2007).

Furthermore, Balogh et al (2011) explained that collaborative governance is a process and structure in the management and formulation of public policy decisions that involve actors who constructively come from various levels, both in the order of government and or public agencies, private agencies, and civil society, to achieve public goals that cannot be achieved if implemented by one party alone. Robertson & Choi define collaborative governance as a collective process in which each participant has substantive authority in decision-making, and each stakeholder has the same opportunity to reflect their aspirations in the process. In collaborative cooperation, there is an equalization of vision (Dwiyanto, 2011).

Collaborative governance is a method of managing government that directly involves stakeholders outside the government or state, focusing on consensus and deliberation in a collective decision-making process aimed at developing or implementing

public policies and programs (Ansell and Gash, 2008). Collaboration is an activity that fundamentally involves managing social networks, specifically the relationships among communication nodes of stakeholders. Based on this understanding, it can be concluded that collaboration theory is an analysis of the governance process with a focus on social networks. Collaborative governance models require all stakeholders to engage in dialogue, in which they represent themselves when expressing their interests (Booher and Innes, 2002).

Cross-cutting and complex issues in the implementation of collaborative governance, including : (a) supporting collaborative processes through innovative models and methods to improve shared understanding of community problems and outcomes, (b) encouraging interaction between service policy and service delivery, and (c) combining public service views with institutional and inter-institutional views (Bianci et. al, 2021).

The collaborative governance model in sustainable village planning not only emphasizes participation but also requires institutional structures, dynamic processes, and facilitative leadership that encourage multi-stakeholder synergy. Ansell and Gash, in their journal collaborative governance in theory and practice, formulated a collaborative governance model based on the results of a literature review, concluding that there are four key variables for the success of collaborative governance, namely: (1) initial conditions, (2) institutional design, (3) facilitative leadership, and (4) collaborative processes that are iterative in nature (Ansel and Gash, 2008). In the context of Kampar, initial conditions, such as the history of relationships among village parties, the level of trust among actors, and resource capacity, determine the success or failure of collaboration in Musrenbang.

Collaborative governance operates within an adaptive cycle known as the collaborative governance regime (CGR) (Emerson, Nabatchi, and Balogh, 2012). In CGR, the collaborative process will produce short-term outputs, such as agreed-upon development priorities, and impact long-term outcomes, including governance change and sustainable development. This model emphasizes the importance of principled engagement, shared motivation, and capacity for joint action as the foundation of collaboration. In this case, the Musrenbang forum can be an arena for principled engagement, but more shared motivation and capacity-building are needed, which is not yet optimal in Kampar.

Furthermore, Fung (2006) classifies forms of participation in governance into a spectrum ranging from information and consultation to co-governance. The current use of Musrenbang forums in Kampar villages remains predominantly consultative, rather than co-productive. This means that there is no horizontal relationship between equal actors in decision-making. In an ideal collaborative governance, civil society actors, academics, and the private sector are not only "involved" symbolically, but have substantive authority in formulating village development priorities.

In the context of village digitalization, technology can be a crucial enabler of collaborative governance. Digital platforms such as village information systems, online Musrenbang applications, or online participatory forums can strengthen transparency and accountability in collaborative processes. However, as Agrawal and Lemos (2007) noted, successful multi-partner governance in the digital era requires strong governance

capabilities, particularly digital literacy, effective data management, and an open culture that fosters information sharing.

Thus, to strengthen the practice of collaborative governance in Kampar Regency, it is necessary to maintain three main aspects: (1) the development of local institutions that encourage collaborative leadership, (2) the mainstreaming of substantive participation in the Musrenbang forum, and (3) the integration of digital technology as a medium for connecting village governments and non-government actors transparently and adaptively. These three aspects are key to village planning that is not only procedurally participatory, but also substantively collaborative and sustainable.

In an effort to encourage sustainable village development, the government has channeled considerable assistance from the Village Fund (DD) and the Village Fund Allocation (ADD). However, many villages remain underdeveloped due to a shortage of human resources to manage natural resources and the environment. Nationally, in 2024, the government disbursed 2 trillion funds. In Kampar Regency, Riau Province, the Village Fund (DD) amounted to 228,460,715,000, distributed to 242 villages. Village Fund assistance is substantial for village development, but using Village Funds for sustainable development is less effective because village plans are not formulated in accordance with the plans.

Other issues regarding the boundaries between villages, districts, cities, and Riau Province remain unresolved. This indicates that the civil registration of residents in border areas overlaps, and many residents still lack civil registration data consistent with their place of residence. Likewise, deliberations on the annual village development plan (Musrenbang) are attended only by internal stakeholders in the village (the village government and community leaders). Still, it never involves academics, private companies, communities, and mass media. The lack of technical knowledge among village facilitators also hampers the village apparatus's understanding of planning. To date, village facilitators have not consistently demonstrated effective performance in supporting rural development plans and programs.

Based on the descriptions of the problems above, it is necessary to study the collaborative governance model for sustainable village development planning, starting with stakeholder involvement in formulating policies, decisions, programs, and activities for sustainable village development in Kampar district.

METHOD

The research method employs a qualitative approach, utilizing a literature study and library sources as secondary data to obtain research data in the form of e-books and e-journals. A descriptive analysis was conducted by reviewing literature from various sources, which was then reduced and synthesized to support the discussion in the study. The collaboration approach was designed as a model to facilitate sustainable village planning by involving diverse stakeholders in decision-making and implementation.

FINDING AND DISCUSSION

RESEARCH FINDING

Sustainable village planning in indonesia

The perspectives of these experts emphasize that sustainable village planning is a multi-dimensional process that requires a holistic approach, they highlight the importance of community participation, empowerment, gender equality, respect for local knowledge, institutional reforms, and a balance between economic development and environmental preservation. The synthesis of these various views can provide a rich framework for designing and implementing truly sustainable village development strategies.

Sustainable village planning is a crucial approach in realizing inclusive and resilient rural development. By combining local knowledge and modern innovations, and ensuring active community participation, it can create villages that not only meet current needs but are also prepared to face future challenges. A long-term commitment, cross-sector cooperation, and continuous adaptation to changing conditions will be key to realizing the vision of sustainable villages.

The government has made various efforts to develop villages into resilient, strong, and independent communities by creating innovative policies and programs tailored to local villagers' needs. In this case, there are aspects and guidelines that the village government and its community need to understand. Here are some elements of sustainable village development planning as follows:

Table 1. Data aspects and guidelines of sustainable village development planning

Aspects	Guidelines
Laws and policies	Law No 25 of 2004 on the national development planning system, Law No.6 of 2014 on villages, PP No 43 of 2014, on the administration of village governments. Per Mendes PDTT No. 21 of 2020 on general guidelines for village development and village community empowerment
Planning approach	Bottom up, musrenbang–Desa, RKP village, and village development priorities
Funding sources Village funds	village fund allocations, tax/retribution revenue sharing, village original income, CSR assistance
Focus on sustainable development	Economic, social, and environmental sustainability, Bumdes development, one village one product
Participation and involvement between	parties Involvement in village musrenbang, empowerment and mentoring, active role of

Innovation and technology	individuals and groups and institutions (village government, private sector, academics, NGOs, mass media) Digital village program, Village information system
Main challenges	e-commerce for village products Capacity gap between villages, Cross-sector coordination, Sustainability of post-village fund programs, Weak cooperation between parties

Source: Author's analysis 2025

Based on the table above, it can be explained that the comprehensive approach in sustainable village development planning has legal and policy aspects, planning strategy, funding sources, sustainable development focus, community participation, innovation and technology, as well as the main challenges faced in the sustainability of village development planning formulation and implementation.

The village planning approach is derived from community proposals and input discussed during village development deliberations (Musrenbang Des) and village deliberations (Musdes). The output of the village musrenbang is the determination of village development priorities that have the support and legitimacy of stakeholders at the village level.

Village planning is a planning process that is incorporated into the Village Medium-Term Development Plan (RPJM-Village) and Government work planning (RKP-Village). These plans are implemented through various activities with different purposes and functions. The Village RPJM has the purpose of being the direction of development that is organized during the 6 (year) term of office of the elected Village head.

The Village RPJM describes the vision and mission of the village head, the direction of village development policies, the functions and duties of the village government, village development, and community empowerment. While the Village RKP aims to implement the 1-year Village government work plan, which is a decision on development priorities funded from the Village Revenue Budget (APBDes). The implementation of village development must be planned and measurable. For this reason, the technical implementers of village development planners must be able to formulate village plans and realize sustainable village development properly.

The formulation and implementation of sustainable village development, as carried out in the dialog process with the village musrenbang forum, naturally require the involvement of both parties as a joint commitment within a pentahelix collaboration that allows representation in formulating, planning, and implementing village development. The

following table presents the practice of actor collaboration and roles in sustainable development planning:

Table 2: Actor and stakeholder roles in sustainable village planning

Actor	Collaboration role
Village government	Facilitate forum in program implementation
Community (RT/RW, traditional leaders)	Provide input and oversee implementation
University	Provide research, mentoring and technical training
NGO (private)	Provide financial support, CSR, technology or skills training
District/sub-district office	Align with district/provincial development plan

Source: author's analysis, 2025

The role of each actor according to their capacity and representation, namely: (1) village government, as the host, has a role in facilitating meeting forums for program implementation, (2) civil society, its representation must be able to provide input and supervise program implementation, (3) universities, as research, mentoring, and training institutions. To date, the involvement of universities has not been realized. (4) NGOs (private): providing CSR funding support, technology application, and training have not yet provided real contributions in supporting village development, because only certain parties or individuals in rural areas receive CSR assistance. (5) Departments and sub-districts; aligning with district/provincial development plans.

Collaboration in village planning involves stakeholders in absolute terms, and their participation contributes to inclusive, participatory village development. Based on the planning process, each actor plays a crucial role in building collaboration. The following is a presentation of real collaboration practices seen from the village planning stages in the following table:

Table 3: Real collaborative practices of the village planning process.

Stages	Village government	Public	University	NGO/Private	Office/sub district
Identification of problems	Facilitate	Provide local input	Provide data	Issue advocacy	Provide sectoral data
Planning (musrenbang)	Coordination	Deliberation	Participatory methodology	Assistance	Policy synchronization

Implementation	Implementation coordination	Field executive	Technical monitoring	Training and tool assistance	Supervision
Evaluauation and monitoring	Report	Feedback	Scientific evaluation	Social audit	Performance evaluation

Source: author's analysis, 2025

The table above explains the village planning process with stages (1) *problem identification*, namely: where the role of the village government facilitates resources for village musrenbang activities, the community provides input on the condition of the area, the university provides data and information about the village, NGOs/private sector advocates for issues that occur in the community, the service/sub-district provides sectoral data. (2) *Planning stage* (village musrenbang forum), namely where the village government coordinates between stakeholders, the community is involved in the deliberation, the university takes a participatory approach, NGOs/private sector provides assistance, and the service/sub-district synchronizes policies.

The implementation stage involves the village government coordinating implementation, the community implementing field actions, the university conducting technical monitoring of field activities, NGOs/private sector assisting, and the Office/sub-district supervising the village government's performance. (3) *The implementation stage*, namely the role of the village government in coordinating implementation, the community carrying out field actions, the university carrying out technical monitoring of field activities, NGOs/private sector assisting, and the Office/sub-district supervising the performance of the village government. (4) *The evaluation and monitoring stage* is where the village government makes a report on the results of activities, the community provides feedback, the university makes a scientific evaluation, NGOs/private sector conduct a social audit, and the office/sub-district evaluates the performance of planning and implementation of village government activities. All stages of village planning, involving stakeholders in an honest and participatory manner, can provide real-world practices for realizing sustainable village development through a collaborative approach.

Collaborative governance model for sustainable village planning in Kampar Regency

The collaborative model in village planning is an approach where the village government, community, and other stakeholders work together in the planning process, decision-making, and implementation of village programs. This approach is designed to increase community participation, strengthen accountability in village management, and ensure that planned programs truly meet the community's needs.

This study aims to describe sustainable village planning through a collaborative governance approach involving stakeholders in a village planning forum in the Kampar district. The term "collaborative governance" refers to a method of managing government that directly involves stakeholders outside the government or state, focusing on consensus

and deliberation in a collective decision-making process aimed at creating or implementing public policies and programs (Ansel and Gash, 2008).

Collaboration is a fundamental activity located in the management of social networks. Social networks are the relationships among communication nodes of stakeholders. Based on this understanding, the theory of collaboration is an analysis of the governance process from a social network perspective. The collaborative governance model requires all stakeholders to be involved in the dialogue, where these stakeholders represent themselves in expressing their interests. (Booher and Innes, 2002). Collaboration is a framework or approach in which various stakeholders — government, private sector, academics, civil society, and mass media — work together in the decision-making process or policy implementation to achieve common goals. This approach emphasizes collaboration, participation, transparency, and accountability in addressing complex problems that cannot be solved by any single party alone.

In this study, collaboration is an important aspect to examine in its development. Initially, the emergence of the triple helix collaboration concept consisted of: (government, private, and academic stakeholders), then quadra helix collaboration (adding one civil society stakeholder, and penta helix collaboration adding the role of mass media. Therefore, the development of cooperation is complemented by five stakeholders, known as the penta helix. The following is a comparison of stakeholder collaboration based on the triple helix, quadruple helix, and pentahelix.

Table: 4 stakeholders of triple helix, quadra helix and penta helix

Triple helix	Quadra helix	Penta helix
Government	Government	Government
Business	Business	business world
Academics	Academics	academics
	non-governmental organization/civil society	non-govermental organization/ civil society
		mass media

Source: author, analysis, 2025

DISCUSSION

The concept of penta helix collaboration helps solve multi-party problems where stakeholders represent various interests in one location (Suteresson, Lindmark, and Roos, 2009). The collaboration of 5 (five) stakeholders can be adjusted to the implementation of village planning, as discussed during the village development planning deliberation forum in the Kampar district government.

The results of field research show that the implementation of collaboration between stakeholders has not been running. The village musrenbang forum, as a forum for discussion and development dialogue, is attended by the village government, residents, and

existing community leaders. At the same time, other stakeholder actors (private sector, academics, community, mass media) are not involved. For this reason, in the future, stakeholder participation and representation need to be engaged through the process of sustainable village planning collaboration, which is discussed annually in the village musrenbang.

The collaborative governance model, as proposed by Ansel and Gash 2008, can be applied and adapted to the implementation of collaborative governance for village planning in Kampar district. Collaborative governance includes the following aspects, namely: (1) initial conditions, (2) institutional design, (3) facilitative leadership, and (4) collaboration process. The practice of sustainable village planning collaboration can be applied by illustrating the collaborative model as follows:

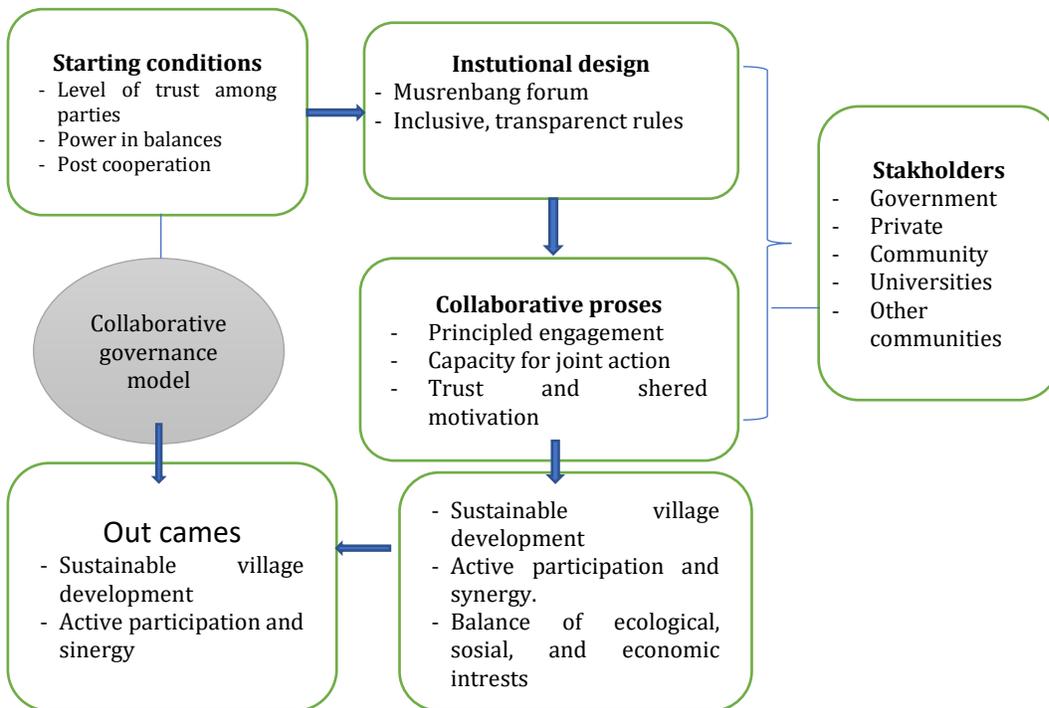


Figure 1: Collaborative model for sustainable village planning in Kampar district
Source: author, analysis' 2025

In the collaborative governance model for sustainable village planning, the initial step each stakeholder must take is to build trust among parties, thereby fostering strength and balance to work together to formulate village plans and implement mutually agreed-upon village development programs. In this case, a good initial step is a written document that explains the roles and duties of each party, typically in the form of a cooperation agreement (MOU), particularly between the village government and stakeholders involved in planning and implementing sustainable village development.

Furthermore, after a mutual agreement is reached among stakeholders, the next step is to design organizations and institutions to discuss village problems, particularly

matters related to issues, concerns, and solutions for sustainable village development programs, at the annual village development planning forum (Musrenbang-Desa). Of course, in musrenbang activities, it is based on rules, openness, and inclusion that create a synergistic unity in conveying ideas and thoughts for village development.

Likewise, the presence of stakeholders requires facilitative leadership, which is played by the village head as the village government. In this case, it is necessary to provide facilities for the parties (government, private sector, community, universities, and other communities) to explain the role of each actor in their contributions to musrenbang activities, as part of a joint dialogue for sustainable village development planning.

To implement the collaboration process, each stakeholder instills the principle of involvement, has the capacity to take joint action, and operates in a trusting environment based on shared motivation. Collaboration results in active participation, synergy, sustainable village development, and a balance of ecological, social, and economic interests. The collaborative governance model developed can serve as a recommendation for policy and decision-making to implement programs and priorities for sustainable village development across the economic, social, and environmental sectors.

CONCLUSION

This study focuses on sustainable village planning in the Kampar district. To strengthen village planning, a village development meeting (Musrenbang Desa) is held annually. The output or achievement is the determination of village development priorities. The implementation of the village musrenbang has so far involved only internal stakeholders, such as community and traditional leaders. It has not involved external stakeholders, including the government, private sector, universities, communities, and the mass media.

The failure of the village government to formulate and implement village development plans and programs stems from the inability of village stakeholders to develop village planning in a measurable way. For this reason, a collaborative governance model is needed to guide the formulation and implementation of sustainable village planning.

In the collaborative approach, the concept of penta helix collaboration is used, where each actor has a role and representation to work together or collaborate, starting with a mutual agreement, designing tasks and responsibilities, facilitating village musrenbang meetings to produce sustainable village development products, both ecological, social, and economic sustainability, and providing benefits for sustainable village development through participation. Based on the study's results, it is recommended that the village government apply the collaborative governance model in village planning (village musrenbang), ensuring that the goals and targets of the sustainable development program align with the agreed-upon plan.

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