

**Non Government Organizations Contribution to Collaborative Governance Stages and Handling Collaborative Risk in Kulonprogo Regency**



**Kontribusi NGO Dalam Tahapan Tata Kelola Pemerintahan Kolaboratif dan Pengelolaan Resiko Kolaborasi di Kabupaten Kulonprogo**

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ARTICLE INFORMATION	
<p><b>Keywords</b>                      NGO;                      Collaborative Governance Stages;                      Collaborative Risk Management;</p>	<p><b>ABSTRACT</b>                      This study aims to determine the contribution of Non-Government Organizations (NGOs) in the implementation of the tobacco control policy in Kulonprogo Regency based on the stages of collaboration, the risks of collaboration and the actions taken to overcome these risks. This study uses a qualitative method with a descriptive approach. Sources of data in this study used data from interviews, previous research and online mass media news data. Based on result study, NGO have contribution in every collaboration stages. This study measures collaboration based on the stages of collaboration including brainstorming, initial collaboration, maturation of thought, and implementation. NGO have contribution in every collaboration stages. The synergy between MTCC, The Union, and the Government of Kulonprogo also experienced several problems such as administrative problems, transparency, differences in vision and mission, recruitment of members that did not comply with the rules, and lack of coordination between institutions, especially the Regional Apparatus Organizations (OPD). The risks resulting from these problems include temporary suspension of collaboration activities, internal conflicts, incompetent members, difficulty in inter-agency coordination, and financial abuse. Overcoming this problem, the actors involved in the collaboration took several actions such as revising regulations and organizational structures, tightening the member recruitment process, improving communication and coordination, as well as collaborating in financial supply.</p>
<p><b>Kata Kunci</b>                      LSM;                      Tata Kelola Pemerintahan Kolaboratif;                      Manajemen Resiko Kolaborasi;</p>	<p>Penelitian ini bertujuan untuk mengetahui kontribusi Lembaga Swadaya Masyarakat (LSM) dalam pelaksanaan kebijakan pengendalian tembakau di Kabupaten Kulonprogo dalam setiap tahapan tata kelola pemerintahan kolaboratif, manajemen risiko kolaborasi dan tindakan yang dilakukan untuk mengatasi risiko tersebut. Penelitian ini menggunakan metode kualitatif dengan pendekatan deskriptif. Sumber data dalam penelitian ini menggunakan data dari wawancara, penelitian sebelumnya dan data berita media massa online. Berdasarkan hasil kajian, LSM memiliki kontribusi dalam setiap tahapan kolaborasi. Penelitian ini menganalisa tata kelola pemerintahan kolaboratif berdasarkan tahapan kolaborasi meliputi brainstorming, kolaborasi awal, pematangan pemikiran, dan implementasi. LSM memiliki kontribusi dalam setiap tahap kolaborasi. Sinergi antara MTCC, The Union, dan Pemerintah Kabupaten Kulonprogo juga mengalami beberapa permasalahan seperti masalah administrasi, transparansi, perbedaan visi dan misi, perekrutan anggota yang tidak sesuai aturan, dan kurangnya koordinasi antar lembaga, khususnya Organisasi Perangkat Daerah (OPD). Risiko yang diakibatkan oleh masalah ini termasuk penghentian sementara kegiatan kolaborasi, konflik internal, anggota yang tidak kompeten, kesulitan dalam koordinasi antar lembaga, dan pelanggaran administrasi berat. Untuk mengatasi masalah ini, para pelaku yang terlibat dalam kolaborasi tersebut melakukan beberapa tindakan seperti merevisi peraturan dan struktur organisasi, memperketat proses rekrutmen anggota, meningkatkan komunikasi dan koordinasi, serta berkolaborasi dalam pengelolaan keuangan</p>
<p><b>Article History</b>                      Send 22<sup>th</sup> January 2023                      Review 14<sup>th</sup> February 2022                      Accepted 1<sup>th</sup> April 2023</p>	<p>Copyright ©2023 <i>Jurnal Aristo (Social, Politic, Humaniora)</i>                      This is an open access article under the <a href="#">CC-BY-NC-SA</a> license.                      Akses artikel terbuka dengan model <a href="#">CC-BY-NC-SA</a> sebagai lisensinya.</p>



## Introduction

This research contributes to providing an analysis related to collaboration risks based on institutional perspective that have not been studied by many researchers as shown in figure 1 based on analysis using Vos Viewers tool. The focus on risk management collaboration is used as a framework in collaborative governance analysis because there are still very few who use the framework. Several previous studies that used institutional approaches used different frameworks, including the first was institutional design. The studies on institutional design essentially focus on the study of when institutional design is formulated, how institutional design can force actors to comply with regulations, how institutional design responds to community demands, and political actor actors who can influence institutional design . In addition to institutional design, based on previous studies, information was obtained that the structure of the institution is also an important factor to support the continuity of collaboration. Still very related to the discussion of institutional structure, from the results of the author's search, it was found that many studies on networks (*networks*) are connected to the institutional context.

The study of the relationship between institutional management and individual contexts is very relevant to be more comprehensive to see that collaborative governance does not only pay attention to institutional factors, because it can be ascertained that actors or individuals who collaborate still have interests that may collapse the vision and mission of collaboration that has been built together. Still related to the discussion of actor and institutional relations, several previous studies have included political aspects to analyze collaborative governance. This is also based on the consideration that political motives can be attached to actors or individuals who collaborate. Much more specifically, some scientists discuss government organizations as an important study in collaboration. Government organizations are considered the motor of collaboration that must be managed properly. The discussion of organizations and more specifically on the government as a leading actor in collaborative governance provides insight into the importance of managing organizations. The study was able to provide an argument that there are several strategies that can be carried out by organizations or governments to create good collaboration.

Meanwhile, the authors also found several studies of institutionalism associated with collaborative governance using a mix of variables in institutions that are used as attributes to determine the success or failure of collaboration. Variables of institutional history, social capital, institutional resources, dominance of one of the institutions, institutional values, institutional administration, formal and informal institutional relations, institutional networks.

Variables in these institutions are considered to largely determine the success or failure of collaboration. Based on the mapping of the studies that have been carried out, it is proven that institutionalism studies that focus on managing the risk of collaboration are still very minimal. Thus, the novelty in this study is to provide an analysis of how NGOs should carry out their roles ideally in each stage of collaboration and manage collaboration risks well. As can be seen in figure 1 that collaboration risk studies are still very few and attention to NGO studies is also still very minimal, so the analysis in this study can contribute to the novelty of ideal of collaborating actors, especially NGOs

For this reason, this study focuses on the study of collaborative risk management that will affect the output of the collaboration carried out. The main object in this study is NGO in collaboration with local government. It was chosen because there are still very few studies that discuss the role of NGO in the collaboration stage and contribute to the collaborative risk management. More over NGO was chosen as the main object of research because of in Collaborative Governance implementation, the Government has always been the actor who has the most resources compared to other actors, so it is often became the superior party. For this reason, research is needed that shows how NGO must perform an ideal role in all collaboration stages and contributes to risk management so that collaboration goals can be realized.

The interesting point of this study is able to explain the ideal role of NGO in every stage of collaboration and contribute to the management of collaboration risks which very difficult to find so far in collaborative governance studied by many scholars. The results of the analysis contributed to the theory of collaborative governance in general, although the case of research used was tobacco control policy. The theory used in this reseacrh refers to collaborative governance in general, the case of tobacco control policy is only used as a means of proving the implementation of a theory. As we know that Local Government in implementing a policy often requires collaboration with Non-Governmental Organizations (NGOs). This was done because of several limitations owned by the Regional Government. Including the implementation of tobacco control policies in Kulonprogo Regency in collaboration with MTCC (Muhammadiyah Tobacco Control Center) and The Union. The study of collaborative governance between Local Governments and NGOs in the implementation of tobacco control policies was chosen as the theme of this research because NGOs have a significant role when collaborating with Local Governments.

Several previous studies stated that NGOs are partners with the government in managing smoking-free area policies (KTR) in Indonesia (Ilmaskal et al., 2017), (Rochadi, 2005). The contribution of NGOs starts from the initial stage, namely policy advocacy in smoke-free areas

(Juanita, 2014), (Yusuf, M. R., & Internasional, 2016) followed by support for making regulations (Mardhiati, R., Fatimah, N., & Andayani, 2017). When the KTR policy has been compiled, the contribution of NGOs is to provide public education and communication (Achadi, 2008) as well as socialization and community empowerment (Nurdin, 2016). At the implementation stage of the KTR policy, NGOs also have a significant contribution to helping the policy run (Riski et al., 2018), (Nasution, 2018).

Based on some of the research results, it is important to conduct a study on the contribution of NGOs in collaborative governance so that the output of collaboration can still be achieved. The study of this article, it is more focused on how the ideal contribution of NGOs is to play a role in each stage of collaboration and overcome the risks of collaboration that are certain to occur in the implementation of collaborative governance. The occurrence of risks in collaboration requires fast action to be resolved immediately and requires the contribution of all stakeholders involved. Risk is an unavoidable part of collaborative governance (Carr et al., 2017), (Hansen et al., 2020), (Terman et al., 2020). Risk management is an important part of collaborative governance considering that collective decisions will be influenced by the risks faced in collaboration (Kim et al., 2022). Institutionalism studies are recognized as an important part of a framework in collaborative governance because they can be a reference in making decisions to resolve collaboration risks (Ansell & Gash, 2018), (Payton et al., 2017), (Lahat, 2020).

In brief, the elements of the implementation of tobacco control policies carried out in Kulonprogo Regency can be seen in the following table:

**Table 1. Implementation of Tobacco Control Policy in Kulonprogo Regency**

<b>Component</b>	<b>Kulonprogo District</b>
Existence of a Law	Local regulation no 5 Tahun 2014
Compliance with non-smoking in 7 locations that are included in the Non-Smoking Area	65 % for all locations
ad ban, <i>sponsorship</i> , scholarship from cigarettes	Total ban
Law enforcement (Minor criminal acts against violators)	Enforced
Cigarette product closure in point of sale	Conducted
Newest update	Revision of regional regulations to include electric cigarettes and vape
NGOs invited to collaborate	MTCC (Muhammadiyah Tobacco Control Centre), The Union

**Source: Awang Darumurti, 2022**

Since it was implemented in 2014, the tobacco control policy in Kulonprogo Regency has experienced a positive trend every year and has even received an award from the Indonesian Ministry of Health for this success. This positive trend was achieved by the collaboration of policy implementation by three stakeholders. However, these results are not obtained easily because of several risks that arise in the dynamics of the collaboration that is carried out. Some of the risks that have arisen have been managed to be overcome so that the collaboration in Kulonprogo Regency continues to run well. Conversely, the possibility of collaboration failure can come from weak collaboration in minimizing collaboration risks that arise due to existing problems, however there is still little research that discusses it.

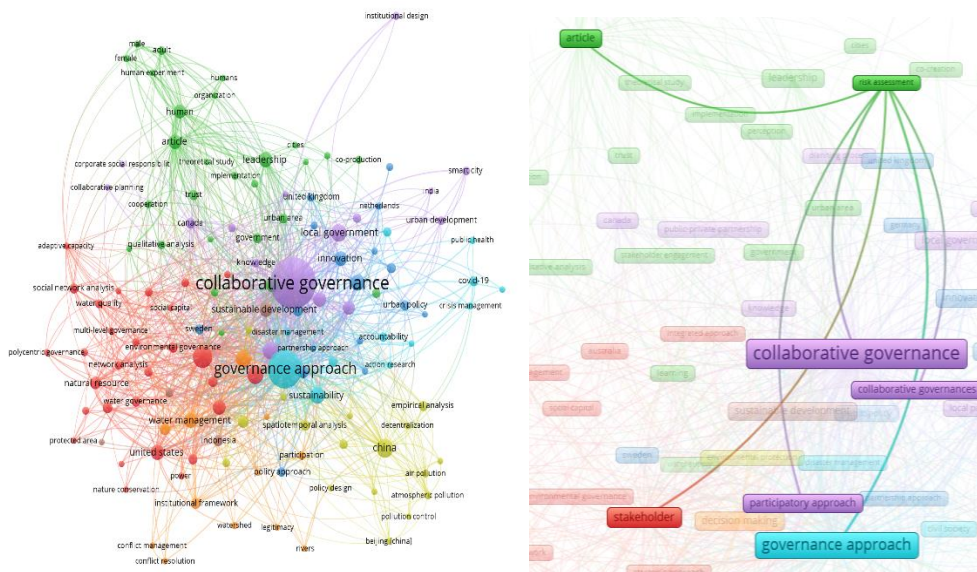


Figure 1. The Visualization of Collaborative Governance Study  
Source: Scopus Database, 2023

As can be seen from the image above, the visualization results of 481 published article documents were taken from Scopus with a time limit of 2019-2023 with the keyword 'Collaborative Governance'. The results of the visualization above show that the study of the collaborative risk approach has received very little attention from research from various countries. This gap attracts the author to examine the collaborative governance of the risk management approach. This article will explain how NGOs contribute in every stage of collaboration and overcome the risks of collaboration so that the implementation of tobacco control policies in Kulonprogo can run well.

## Method

The approach in research must be based on questions, themes and objectives to be achieved in a study (Gerring, 2016). The theme of this study focuses on the institutional perspective in the collaborative study of tobacco control policy management by taking case studies in Kulonprogo Regency and Pekalongan City. The character of this case study research certainly affects the approach chosen to frame the research carried out. If quoting the opinion of Creswell, then this research would be more suitable using a qualitative approach, because according to Creswell case study research is one of the five types of qualitative research (Creswell, 2012). The source of the data in this study comes from primary data taken through in-depth interview techniques, and secondary data comes from online mass media news data and previous research with relevant themes. Data analysis in this study used an interactive model technique which consisted of three stages, data reduction, data visualization, and drawing conclusions (Miles et al., 2018). Data reduction is the process of classifying raw data based on the indicators and parameters used. Data visualization is the process of presenting data using tables, pictures and other visuals to make it easier for readers to understand the findings. While drawing conclusions is the process of concluding the findings and analysis as the final result of the research.

## Literatur Review

### Collaborative Governance

A study of governance has been widely discussed by experts, starting from the concept of *Governance* emphasizing the principles of good governance. *Collaborative governance is government effort to involves people of others organization in working relationship* (Huxham et al., 2000). Cullen's thoughts quoted in about the need for a government transition because of the high dynamics to lead to cooperation or collaboration of three actors *Governance* is considered as the initial momentum of the birth of the concept of collaborative *Governance* (Zaenuri, 2016). Then it was reinforced by Lasker & Weiss (Lasker, R. D., Weiss, E. S., & Miller, 2001) who provided arguments about the benefits of collaboration. Lasker said that collaboration would make decisions made more comprehensive and transformative because they involve actor governance other. However, the implementation of collaboration will indeed have obstacles, especially in how to build communication between actors (Sullivan & Skelcher, 2002) in (Hudson, B., Harney, M., Prime, D., & Caldow, 2013).

Collaborative governance studies were also conducted on collaboration models and their supporting factors (Ansell, Chris, & Gash, 2018). They managed to provide ideas on how the collaboration process works. *Collaborative Governance* has four important variables, namely: *starting condition, Institutional Design, Leadership, and Collaborative Process*. The findings reveal that differences in the conditions of actors in collaboration also trigger conflicts between actors because of their power imbalances. Continuous conflicts between actors can hinder and affect the success of collaboration goals. The perspective of institutional factors (Weymouth et al., 2015) explains that collaboration will be successful if it is supported by a strong coalition between actors who collaborate, support resources, and make the right decisions.

### **Non-Government Organization**

The existence of NGOs in collaboration is very vital, several studies have shown that collaboration between local governments and NGOs provides positive social change society (Mendel & Brudney, 2012); (Tsui et al., 2012), (Bradford, 2015); (Weymouth et al., 2015) for example in the fields of health, education or environmental management. There are also several studies that find negative results from a collaboration between Local Governments and NGOs. Negative outputs occur when NGOs can be intervened by the Regional Government because program funds come from the Government, which forces NGOs to be idealistic and limited to following the interests of the Government (Pozil, 2015); (Witesman, E. M., & Fernandez, 2013). Failure can also occur because every actor involved cannot carry out their role. For this reason, a study on ideal NGOs in collaboration needs to be carried out so that negative outputs do not occur.

As representatives of the community, NGOs have a significant function in criticizing government policies or providing input regarding policy implementation (Berman, 2010); (Lecy & Van Slyke, 2013); (Portney & Cuttler, 2010). That is why collaboration between local government and NGOs is important in efforts to overcome social problems (Bryson et al., 2006). Talking about the results of Collaboration, the collaboration process itself will eventually produce different types of collaboration, depending on the weak and strong positions of the Government or non-State actors/NGOs (Yang, 2017). With power variable (*power*) and trust (*trust*) which is considered to be very important initial capital in determining the success of the collaboration as well as determining the type of collaboration that occurs (Ansell, Chris, & Gash, 2008). For this reason, in the collaborative process all actors are expected to be able to access power (Purdy, 2012) and in the end be able to share power so as to produce good

collaboration without anyone dominating, of course, it must be supported by an inclusive process (Johnston et al., 2011).

## Conclusion

The discussion on the contribution of MTCC and The Union as NGOs that contribute to tobacco control collaboration in Kulonprogo Regency uses two previous research studies as a basis for analysis, namely research from (Darumurti, 2022b) regarding the ideal role of NGOs in each stage of the following collaboration:

**Table 2. Ideal Prerequisites for NGOs**

<b>Stages</b>	<b>Ideal Prerequisites for NGOs</b>
Brainstorm	-Vision in line with the local government -Independent position -Having enough resources -Able to map potential collaboration constraints
Initial collaboration	-Able to manage issues well -Having an extensive network -Able to design a collaboration process including clear rules of the game
Maturation of thought	-Able to maintain the behavior of actors -Managing and obtaining mutual benefits -Able to maintain consensus and commitment
Implementation	-Having a strategy to achieve goals and the continuity of good collaboration -Able to carry out tasks and collaboration activities well -Able to carry out <i>monev</i> activities

**Source: Awang Darumurti, 2022**

While the second study is the institutional perspective used in the study of this article, namely Feiock's study of institutional collective action. Feiock's study is used as a basis for determining the risks of collaboration that arise in the implementation of tobacco control policies in Kulonprogo Regency. Feiock (Feiock, 2013) explained that in an organization there will be collective problems or shared risks. In his study he stated that there are three types of risk in organizations, namely:

1. Coordination risk which shows the occurrence of failure in achieving common goals.
2. Distribution/division risk which indicates a failure to develop collective agreements to distribute benefits and risks together.
3. Deviation/defection risk which shows the inconsistency of stakeholders to continue to follow the shared rules that have been made.

To overcome these three risks, Feiock said that it is necessary to make joint decisions and create an integration mechanism to resolve these collective problems. This is the main contribution from the perspective of the ICA. The integration mechanism is a system built to



integrate various alternative solutions to the risks that occur. In the process of building an integration mechanism, there will be several considerations used to obtain mutually agreed results. If it is successfully carried out, the output of collaboration will be more easily achieved.

### **Collaboration Stages**

From the primary data collected by the author, MTCC and The Union carry out their roles in every stage of the collaboration carried out in Kulonprogo Regency. Quoting the stages of collaboration from Awang Darumurti's study (2022), the role of the two NGOs can be explained as follows:

#### **A. Brainstroming Stage**

##### **1. Vision in line with local government**

In the first stage, namely the exchange of ideas between stakeholders, an explanation was obtained from MTCC (Muhammadiyah Tobacco Control Center) activists. For information, the MTCC was founded in 2011 at the Yogyakarta Muhammadiyah University as a follow-up to the emergence of the fatwa of the Tarjih and Tajdid Council of Muhammadiyah Central Leadership Number 6/SM/MTT/2010 of 2010 which stated that smoking is haram. As a follow-up to the establishment of the MTCC, the institution then carried out several activities to control tobacco products in the Special Region of Yogyakarta starting in 2012. One of the activities carried out was to collaborate with the Regional Government of Kulonprogo Regency. This initiative from the MTCC was welcomed by the Regional Government of Kulonprogo Regency because, in accordance with the Health Law Number 36 of 2009, the Regional Government is obliged to implement tobacco control policies in the form of a no-smoking area policy and ban cigarette advertisements in their area.

Based on information from sources, the collaboration initiation process went well and smoothly because the Regent of Kulonprogo at that time, Hasto Wardoyo had a medical background, so he warmly welcomed collaboration in the health sector. Coupled with the Chairman of the MTCC at that time who was also a doctor, and a colleague of the Regent of Kulonprogo, the initiation process was very good. The agreement was then strengthened by the inclusion of contributions from The Union, a private international institution with offices in France that has a focus on activities to minimize lung disease. The Union's involvement makes the collaboration in Kulonprogo even stronger because each actor has a complementary contribution to one other. This condition makes the vision among the three stakeholders synergistic.

## **2. Independent Position**

An independent position among the three stakeholders makes the process of forming a work plan easier and no party is superior. At this stage, an agreement was reached that tobacco control collaboration would be carried out in Kulonprogo Regency starting with the process of making a Regional Regulation on Smoking Free Areas (KTR) in Kulonprogo. In the process of making the KTR Regional Regulation for Kulonprogo Regency, the collaboration between the three parties began. Most of the preparation of the substance of regional regulations was carried out by the Health Service, and the Legal Department, and several times exchanged ideas with the MTCC.

The composition of MTCC members consisting of several academics with backgrounds in medical and legal education made a positive contribution to the drafting of the Kulonprogo District KTR Regional Regulation. Thus, there were many inputs related to the substance of the regional regulation which of course was adjusted to the substance of the Health Law Number 36 of 2009. The UNION's contribution at the drafting stage of this regional regulation was more to provide financial support for several activities carried out. On the other hand, the biggest contribution to the drafting of the Perda was political lobbying by the then Regent of Kulonprogo, Hasto Wardoyo, to convince the legislature to include this agenda in the Regional Legislation Process. The negotiation and lobbying process did not encounter many obstacles because the position of the Regent of Kulonprogo came from the PDIP faction which was the majority faction in the DPRD of Kulonprogo Regency.

Based on discussions with Mr. Hasto Wardoyo, the basic argument used to convince the DPRD to approve the draft Regional Regulation on KTR is that the position of Kulonprogo Regency is only in 4th position out of 5 regencies/cities in DIY at the level of economic welfare, but cigarette consumption occupies the top position in daily consumption. people in Kulonprogo Regency beat the consumption of rice and the cost of school education for children. This argument was often used in speeches by the Regent of Kulonprogo at that time to carry out tobacco control campaigns both in the legislature and when conducting outreach to the people of Kulonprogo Regency. The majority power in the DPRD from the PDIP faction is a distinct advantage so in the end, the draft Perda KTR was jointly approved by the Executive and Legislature and promulgated in 2014.

With the birth of Regional Regulation number 5 of 2014, officially in Kulonprogo Regency starting from 2014 has regulations governing tobacco consumption. In the next stage the three collaborating actors namely the Regional Government of Kulonprogo district, MTCC, The UNION agreed on several activities to strengthen these regulations and socialize them to the community, and implement them.

### **3. Having Enough Resources**

Several activities to strengthen the implementation of the KTR regional regulation were mutually agreed upon by the three parties, namely outreach, capacity building for the village to district government officials in implementing the KTR regional regulation, supporting research, and law enforcement. The Kulonprogo Regency Government is responsible for the implementation of the regional regulation that applies in its territory, with the Health Service as the leading sector in policy implementation, while Satpol PP is responsible for law enforcement. Meanwhile, MTCC has the responsibility to participate in strengthening the implementation of tobacco control policies through supporting research to determine the effectiveness and development of compliance with the substance of regional regulations, empowering government apparatus at the village level to the district level which is the task force for implementing KTR.

The Union as a private organization has the responsibility to participate in empowering the KTR task force through training, as well as providing financial support for several activities to strengthen the implementation of tobacco control policies in Kulonprogo Regency. The financial support mechanism from The Union to strengthen the implementation of tobacco control policies in Kulonprogo Regency was submitted to MTCC in the form of grants. This mechanism was carried out considering that it is not possible by regulation for the Regional Government of Kulonprogo Regency to be able to receive grants directly from The Union.

For information, financial support to strengthen the implementation of the KTR policy in Kulonprogo Regency does not only come from The Union. The Regional Government of Kulonprogo Regency has also issued financial support for the implementation of the KTR policy. Mainly through the budget from the Department of Health and the Office of the Civil Service Police Unit. On the other hand, MTCC also provides financial support, especially for the implementation of supporting research. With such a composition, the three collaborating actors provide a relatively balanced

contribution from both human resources and financial support. Relatively favorable conditions for the running of a collaboration

#### **4. Able to map potential collaboration constraints**

One of the stages in brainstorming that was not successful enough for the three stakeholders was this stage. The inability to properly identify potential threats to collaboration in the future is one of the weaknesses that emerged from the two NGOs. They are not able to predict the problems that will arise in the future. This is evidenced by the existence of several problems that arise both from individuals and institutions and disrupt the implementation of collaboration.

Even though in the end all stakeholders were able to solve problems that arose in the implementation of the collaboration, the failure of the initial identification of potential problems is an important finding that can serve as an example for other collaborations so that all stakeholders are able to identify potential risks or problems from the start so that the implementation of the collaboration will not be much disturbed.

### **B. Initial Collaboration Stage**

#### **1. Able to manage issues well and have an extensive network**

In the second stage, namely the initial stage of collaboration to build issues, build networks, and design collaborations, several strategies were carried out in Kulonprogo Regency. In the political realm, support for the implementation of regional regulations and collaboration did not encounter many problems. The Legislature supports this well because the majority faction, namely the PDIP faction, is the main supporter of this policy. Furthermore, to start the socialization of Regional Regulation Number 5 of 2014 concerning KTR in Kulonprogo Regency, it starts with carrying out tobacco control in places that are considered relatively easy to regulate first.

As previously mentioned, two activities are used to regulate tobacco control at the regional level, namely by implementing smoking-free areas and banning advertisements, because these are the only two things that are the authority of the Regional Government in controlling tobacco. There are seven locations that are regulated as smoke-free areas in Kulonprogo Regency, namely health facilities, educational facilities, workplaces, children's playgrounds, places of worship, public transportation, public places, and other places which will be regulated later.

The initial strategy used was to build issues through health facilities, and workplaces (especially in the Kulonprogo District Government) for the first two years after the regulation was promulgated, namely 2014 - 2015. This was chosen because these two places were considered easier to socialize and strengthen control issues. tobacco in Kulonprogo Regency. For the following year, from 2016 to 2020, places of worship, educational facilities, public places, and public transportation will follow.

The strategy of removing cigarette advertisements located in Smoke-Free Areas by inviting the mass media was also carried out as a campaign strategy to the wider community that a tobacco control policy had been implemented in Kulonprogo Regency. In addition, MTCC's background, which carries the name Muhammadiyah in it, makes strengthening networks with Muhammadiyah Regional Leaders and Aisiyah Leaders in Kulonprogo Regency easier.

## **2. Able to design a collaboration process including clear rules of the game**

Academic support is also easier to obtain because the background of MTCC activists is academic, so it is easier to carry out supporting research to strengthen the issue of tobacco control. Meanwhile, The Union strengthened its collaboration network in Kulonprogo Regency by inviting several institutions that support tobacco control to contribute to strengthening collaboration in the implementation of smoking-free areas.

For collaboration design, as previously mentioned, a division of tasks was made among the three actors. The Regional Government of Kulonprogo Regency through the Health Service has the duty to disseminate, create and strengthen the KTR task force, maintain consistency and expand the implementation of KTR. Meanwhile, law enforcement is carried out by the Civil Service Police Unit. On the other hand, MTCC assisted in the implementation of KTR in Kulonprogo Regency as a partner of the Health Service to strengthen and expand the coverage of KTR, conducted supporting research to strengthen the KTR issue, provided training to the KTR task force in Kulonprogo Regency.

The Union contributed by participating in providing training to the KTR task force in Kulonprogo Regency and providing financial support for the implementation of several activities to strengthen the issue of tobacco control in Kulonprogo Regency. However, once again, indirect funding support for activities was provided to the Kulonprogo Regency Government because regulations did not allow for the process of

providing funds directly. For this reason, funds were given to MTCC as a grant to strengthen the collaborative implementation of tobacco control in Kulonprogo Regency.

### **C. Maturation of Thought Stage**

#### **1. Able to maintain the behavior of actors and obtain mutual benefits**

In the third stage, namely the preparation of rules, mutual benefits, and building consensus, the collaborating actors are bound to a cooperation contract. In a joint agreement between the three collaborating actors, several activities have been determined to be carried out along with the person in charge of each activity. The duration of the activity is also determined by the cooperation. Talking about the benefits received by the three actors, from the information from various sources it was stated that each actor benefited from the collaboration.

From the side of the Regional Government of Kulonprogo Regency, it is clear that it has greatly benefited considering the implementation of the KTR regulation which is a mandate of the Law and an obligation for a region to implement it, getting support from external parties, namely MTCC and The Union. In other words, the Kulonprogo Regency Government benefits in the form of support in the implementation of the Kulonprogo KTR regional regulation, training for the KTR task force, as well as financial support for activities to strengthen the implementation of tobacco control policies.

Meanwhile, organizationally this collaboration also provides benefits for MTCC in the form of activities that are in accordance with the vision of the organization. Overall, the tobacco control collaborative activity also strengthens and supports the fatwa of the Tarjih and Tajdid Councils of the Central Leadership of Muhammadiyah, thus bringing wider benefits to Muhammadiyah. Individually, for MTCC activists who are mostly academics, this collaboration provides benefits to support their tridharma activities. Research conducted to strengthen the implementation of tobacco control policies, and task force training activities are a medium for MTCC activists with an academic background to support tridharma activities in the form of research and community service.

In addition, the economic benefits for MTCC activists also have a strong influence on why they are willing to collaborate. The activities carried out to strengthen the implementation of the tobacco control policy in Kulonprogo Regency as stipulated in the contract with The Union certainly provide economic benefits in the form of activity

PIC fees for MTCC activists. The situation is very conducive for MTCC and its members to participate in collaborating with the Regional Government of Kulonprogo Regency.

On the other hand, The Union of course also has an interest in the collaboration process. At least in accordance with the vision, mission, and goals of their organization in terms of reducing the rate of lung disease caused by smoking, this collaboration is very relevant to their organizational thinking. However, according to the author, further analysis is needed from the political and economic aspects to dig deeper into the interests of The Union in collaborating on the implementation of tobacco control policies in the Kulonprogo Regency.

Seeing the benefits and interests created in the collaboration in Kulonprogo Regency, this is a good initial capital and this situation is ideal for creating stronger collaboration considering that the benefits obtained by all collaborating actors are relatively even. The initial capital from the aspect of benefits and interests needs to be managed properly in its implementation so that collaboration can last for a long time.

## **2. Able to maintain consensus and commitment**

The clear rules, division of resources, and work division that are stated in the contract between MTCC and The Union and have been approved by the Kulonprogo Regency Government, plus the benefits and interests that are accommodated in this collaboration are once again a good starting point for all actors to maintain collaboration. However, what needs to be known is that not all actors or stakeholders continue to issue budgets throughout the collaboration process to support activities or activities for implementing the KTR policy in Kulonprogo Regency.

There are several conditions that occur when The Union, as a party that provides a lot of funds for collaborative activities, does not contribute funds with certain considerations. This can last for several months. This condition did not stop the collaboration activities, because the other parties, namely the MTCC and the Kulonprogo District Government, also had financial support to maintain collaboration activities. In other words, even though The Union is a stakeholder that spends the most money on collaborative activities, when they don't spend any more funds the collaboration activities can still run. This means that budget support is not the only factor influencing the success of collaboration in Kulonprogo Regency.

The initial conditions for this ideal collaboration made the subsequent process in the collaboration stages of tobacco control in Kulonprogo Regency more controllable.

Even so, it should be noted that collaboration risks arise in this collaboration, but stakeholders are able to maintain collaboration by controlling and managing collaboration risks that arise in its implementation.

#### **D. Implementation Stage**

##### **1. Having a strategy to achieve goals and the continuity of good collaboration and being able to carry out tasks and collaboration activities well**

At the stage of implementing tobacco control collaboration in Kulonprogo Regency, dynamics emerged in the implementation of its activities. The regulations governing tobacco control in Kulonprogo Regency, namely Regional Regulation Number 5 of 2014, only became effective starting in 2015. Thus the collaboration that was carried out, if seen from the stages of policy implementation, was only carried out in 2015. In the early stages of the implementation of the KTR Regional Regulation in Kulonprogo Regency, several collaborative activities were carried out in parallel starting from outreach, strengthening the capacity of the KTR task force, and reducing cigarette advertisements.

At the socialization stage, several activities were carried out to provide information to the wider community that in Kulonprogo Regency a tobacco control policy had been implemented by implementing a Smoking Free Area and removing cigarette advertisements and sponsorships. It was in 2015 that an unusually large banner was installed when entering the territory of Kulonprogo Regency with the statement "Cigarette advertising-free area" indicating that a tobacco control policy had been implemented in Kulonprogo Regency. Since 2015, the reduction and removal of cigarette advertisements in the form of posters, billboards, banners, or other forms have begun to be massively carried out in Kulonprogo Regency. According to information from the Head of the Satpol PP of Kulonprogo Regency, in 2015 - 2016 cigarette advertisements in various forms had been reduced by 80%. Although in practice not all cigarette advertisements can be immediately taken down or removed, bearing in mind that there are still several valid cigarette advertising contracts, you have to wait until the contracts are completed to remove them. In 2015 it has also been decided jointly by collaborating stakeholders that sponsorship of cigarettes in any activities in Kulonprogo Regency has begun to stop.

The process of reducing and removing various cigarette advertisements was not carried out alone by the Regional Government of Kulonprogo Regency, collaborating



parties namely MTCC and The Union participated in the process of removing cigarette advertisements. The process of removing various cigarette advertisements and sponsors also invited the mass media to report it and get the attention of the wider community as part of a form of outreach to the implementation of tobacco control policies in Kulonprogo Regency. Several billboards advertising cigarettes that were taken down were replaced with tobacco control campaigns in an effort to socialize. The courage to remove all the cigarette advertisements cannot be separated from the small amount of revenue from cigarette advertisements compared to the total local revenue earned by Kulonprogo Regency. According to Mr. Hasto Wardoyo, the contribution from cigarette advertisements is only about 1% of the total original income earned by Kulonprogo Regency. The collaboration carried out by these three stakeholders ultimately monitored the implementation of Non-Smoking Areas (KTR) in Kulonprogo Regency exactly one year after Regional Regulation No. 5 of 2014 concerning KTR as material for evaluating achievements every year.

## **2. Able to carry out money activities**

Monitoring and evaluation activities are carried out every month by all stakeholders involved in the collaboration. Identification of activities that have been carried out and plans for future activities are always evaluated every month. This is also related to the collaboration contract which requires activity and financial reports to The Union as the largest funder in the collaboration. Every month the MTCC makes a written report to The Union regarding the use of the budget provided by them and the collaborative activities carried out.

If necessary, a meeting will be held among the three stakeholders to resolve the problem. These activities are usually carried out using online media because The Union is not in Indonesia. The routine mechanism every month turns out to be able to overcome problems that arise in collaboration. Monitoring and evaluation of activities can be done well using this method.

Those are some of the contributions made by NGOs in collaboration with Kulonprogo. In general, it can be seen that for all stages, what the two NGOs failed the most was identifying potential risks at the early stages of collaboration. This is what then raises the risk of collaboration. In the next study, the problems that arise and the mechanism for their resolution will be explained.

### COLLABORATIVE'S RISK

At the stage of implementing collaboration, it is very natural to find risks that could interfere with the collaboration. Likewise with the collaboration in Kulonprogo Regency. Based on the analysis conducted by the author, the following collaboration risks were found:

**Table 3.** The problem and Risk Collaboration in Kulonprogo Regency

Determination Factor	The problem that arises	Risk of Collaboration
Individuals	Serious administrative violation	Collaborative activities have temporarily stopped, distrust of one of the stakeholders
	Transparency of saving budget	The fragility of cohesiveness among members
	Differences in vision and mission	Internal conflict, some members left
	Human resources (competency problems)	Collaborative activities did not run well and smoothly
Institution	There is no clear regulation regarding the recruitment of members	There are incompetent members
	There is no regulation on the use of a transparent budget	Budget abuse
	There is no coordinating regulation between SKPD	Makes coordination difficult between organizations
	There is no regulatory mechanism to control multilevel budget used	Budget abuse
	The budget for enforcing local regulations is relatively small	Collaboration activities did not go well

Source: Awang Darumurti, 2022

The emergence of these problems was then responded to by all stakeholders by making joint decisions as a strategy to minimize the impact of the risks that arise. The two NGOs namely MTCC and The Union also played a major role in contributing to the joint decision-making. A brief explanation of joint decision-making and the roles of the two NGOs can be seen in the following table:

Table 4. The Problems and Action of MTCC and The Union

Determination Factor	The problem that arises	Action
Individuals	Serious administrative violation	Revise Regulation, Restructure Organization
	Transparency saving budget	Multi Layers control by all stakeholders
	Differences in vision and mission	Subtitute members
	Human resources (competency problems)	Subtitute members, revise recruitment regulation
Institution	There is no clear regulation regarding the recruitment of members	Revise regulation
	There is no regulation on the use of a transparent budget	Revise regulation
	There is no coordinating regulation between OPD	Intensive communication and revise regulation
	There is no regulatory mechanism to control multilevel budget used	Revise regulation
	The budget for enforcing local regulations is relatively small	Collaborative support fund

Source: Awang Darumurti, 2022

It can be seen in the table that all problems that arise are always responded to with a solution that is able to minimize the negative impact on the implementation of collaboration. With this mechanism collaboration in Kulonprogo Regency can run for a long time. Every problem that arises can be resolved properly because all stakeholders have a balanced position no one is superior, and are able to carry out their respective roles.

If it is related to the study of institutionalism by Feicok (2013), the problems that arise ultimately raise the risk of coordination in advance, as evidenced by the existence of several collaborative activities that have been temporarily stopped due to serious administrative violations by one of the members. After the emergence of collaboration risk then other risks arise, namely distribution risk and fraud risk. Distribution risk is indicated by the temporary failure of benefit sharing due to the emergence of collaboration problems. With the cessation of collaborative activities, there will be no benefits for all stakeholders.

The risk of fraud arises because there are interests or benefits that are not obtained by the members, this is evidenced by the departure of several members from the collaboration after the collaboration had stopped for a while and they did not benefit from the collaboration. Collaborative risk management is indeed very important to do and must involve all stakeholders. The mindset of the collaborating actors greatly determines the management of collaboration risk so that the paradox of the emergence of problems in collaboration can be properly resolved as stated by (Waardenburg et al., 2020) about the importance of the mindset of the collaborating actors. The mindset to consistently maintain the output of collaboration

makes actors immediately responsive to problems that arise as was done in the collaboration at Kulonprogo Regency.

This is also emphasized by (Lumineau et al., 2021) for actors to be committed to maintaining collaborative outputs. The adaptation made by stakeholders in Kulonprogo Regency has proven to be able to manage risk well. This adaptation is strengthened by collaboration contracts built between the three stakeholders in Kulonprogo Regency so that a good collaboration platform is created as part of a strategy to maintain collaboration goals (Ansell, Chris, & Gash, 2008).

A shared understanding between stakeholders which according to (Bianchi et al., 2021) is needed to implement collaboration well. Inclusiveness in collaboration can be built in Kulonprogo Regency by actors by means of mutual understanding and building trust so that shared understanding can be carried out properly and strengthens arguments (Ansell, Christopher, Doberstein, C., Henderson, H., Siddiki, S., & 't Hart, 2020) regarding the importance of inclusiveness in collaboration. The collaboration design in Kulonprogo Regency is able to provide space for dialogue between stakeholders and the equal and effective use of authority which is necessary for collaboration as stated by (Bryson et al., 2020) regarding the importance of dialogue and the effectiveness of authority. Institutionally, such a design unlocks the potential for innovation and resolves emerging barriers (Peters, 2020). Thus there will be no fear (Dobbin & Lubell, 2021) regarding unequal power that can thwart collaboration.

Inequality of power in collaboration can lead to the inability of stakeholders to respond to the risks of collaboration that arise and cannot create good relations between actors, even though good relations between actors according to (Ben Yahia, N., Eljaoued, W., Bellamine Ben Saoud, N., & Colomo-Palacios, 2021) are needed so that collaboration can continue. Leaders in collaboration should be able to maintain relationships so that policy innovations are created if risks arise. This is what the Regent of Kulonprogo was able to do as the leader in the collaboration.

## **Conclusion**

Based on the results of the analysis, The NGOs (MTCC and The Union) failed to perform their roles in collaborative Governance stages only at the brainstorming stage, especially in able to map potential collaboration constraints. This weakness then raises the risk of collaboration. The risks of collaboration that arise came from individuals and institutions. However, all stakeholders are able to manage risks well so that the collaborative governance implementation in Kulonprogo Regency every year gets positive progress. The results of this

analysis prove that when NGOs are able to perform their roles well at all stages of collaboration and manage the risks that arise, the goals of collaboration can still be achieved. The practice of the role of NGOs in collaboration in Kulonprogo Regency can be a reference how NGOs should play a role in all collaboration stages so that none of stakeholder become superior and the failed purpose of collaboration.

## Acknowledgments

The authors would like to express their gratitude to Universitas Muhammadiyah Yogyakarta, Universitas Gadjah Mada, Kulonprogo Regency, MTCC, The Union.

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