

Bridging The Gap: Collaborative Governance In Education For Ex-Leprosy Children – A Case Study In Tanjungkenongo 2 Elementary School, Indonesia

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Abstract.

The background of this study is the phenomenon of collaboration among state actors and non-governmental actors in the implementation of primary level education for children of former lepers of Sumberglagah. The location of this study is around the Tanjungkenongo 2 State Elementary School. This study aims to answer two questions: how to identify the actors of collaborative governance-based education in Sumberglagah elementary school and what are the dynamics of collaboration among the actors in implementing primary education in the Sumberglagah leprosy village? It applied qualitative methods and case study research due to the uniqueness of Sumberglagah leprosy village. This study discovered that the educational process of SD Tanjungkenongo 2 has involved several actors: East Java provincial government, Mojokerto Regency government, Tanjungkenongo village government, school principals and teachers at SD Tanjungkenongo, Ministry of Education and Culture through campus teaching programs and communities around Sumberglagah. The actors' collaborative relationship runs dynamically based on three values; for instances consensus orientation in decision making, multi-stakeholder communication in social relations and bureaucracy, and various resources in achieving common goals.

Keywords: Collaborative, Governance, Education and Leprosy.

I. INTRODUCTION

Tanjungkenongo village is a village situated in Pacet District, Mojokerto Regency. The village consists of 6 hamlets: Tanjungsari, Tanjunganom, Sumberjejer, Sumbergalagah, Balongkenongo, and Glinsem. A health facility, Sumberglagah Hospital, is established in the village of Tanjungkenongo which used to be a specific place that treated leprosy patients in East Java province. One of the hamlets located in front of the hospital is Sumberglagah. It has the nickname of leprosy village as it emerges as the residence of former lepers and their descendants, due to their refusal to return to their respective places of origin after undergoing treatment at Sumberglagah Hospital (1). In 2016, the number of former lepers living in Sumberglagah Hamlet reached one hundred people. Precisely five years later, in 2021, there was a total of 189 heads of families, if the total with family members reached 400 people with a composition of 25% lepers and 75% their family members or descendants(2).

The majority of former lepers are immigrants, and they choose to live in Sumberglagah Hamlet by occupying land owned by the Social Service or their own land. They chose to dwell in groups in Sumberglagah, one reason is the bad stigma about leprosy that tends to be disgusting and can be transmitted to others. Some individuals may act to isolate the former lepers. The residents of leprosy village sometimes conceal their identities for marriage and to search for jobs. Even some families of ex-lepers also choose to alter their identities as the residents of Sumberglagah for fear of being rejected by residents outside the village. The classic argument for such exclusion acts is that the general public is afraid of the proximity with ex-lepers. This fact demonstrates that the problem, which initially was within health treatment context, of ex-lepers has extended to a social problem(3). One of the social problems that became the focus of this study is the exclusion of children of ex-lepers during their primary education period.

Fig 1.The USBN (National Standard School Examination) implementation at SDN Tanjungkenongo 2

Tanjungkenongo village has two primary schools, SDN Tanjungkenongo 1 and SDN Tanjungkenongo 2. The majority of ex-leprosy children usually attend SDN Tanjungkenongo 2. This has an impact on the image of a special school for children with leprosy, thus it tends to be exclusive, and the number of students tends to be fewer than SDN Tanjungkenongo 1. In 2018, the national standard school examination (USBN) at this school was only attended by one 6th grade student. According to the principal's explanation, the number of students is small and the number of classrooms is also inadequate for teaching and learning activities. Although there was only one student, there was no special treatment by teachers and the supervisors of examination consisted of two officers from other schools. In 2017, only one participant took the USBN examination (suaramojokerto.com).

Ex-leprosy children are more comfortable studying at SD Tanjungkenongo 2 because all of their fellow friends are children from ex-leprosy families. In addition, the parents choose not to go to school elsewhere because they are afraid of the discrimination, as their children are the residents of Sumberglagah leprosy village. The stigma and exclusion of ex-leprosy children raises the problem of interaction between teachers and parents at SDN Tanjungkenongo. The teachers who come from outside the village consider the character of Sumberglagah residents tenacious due to the alienation process. Thus, sometimes it may cause conflict when teachers reprimand recalcitrant students. Besides, some parents actually prohibit their children from participating in additional learning activities, which would have an impact on student achievement. Consequently, students' achievements rarely stand out and the image of SDN Tanjungkenongo 2 is decayed from the community perspective. Mediocre students' achievement is one of the causes of the shrinking number of students in SDN Tanjungkenongo 2.

Table 1. Data of Tanjungkenongo 2 Students of the Year 2021

Grade	Total
1st Grade	6 students
2nd Grade	2 students
3rd Grade	6 students
4th Grade	3 students
5th Grade	4 students
6th Grade	2 students
TOTAL	23 students

Source: School Officials

As an effort to answer the problem of improving the quality of graduates of SDN Tanjungkenongo 2 or children of former lepers, the model of collaborative governance could be an alternative solution. Initiatives to provide quality basic education, especially for children of former lepers Sumberglagah is the responsibility of the government. However, current conditions require a combined role with other stakeholders in public affairs. In this model, the actors have two specific characteristics in the process of implementing collaboration, such as networks and partnerships. According to Ansell and Gash (4), the network serves to describe a form of government cooperation with citizens that is more multicultural,

informal, and implicit scale. Meanwhile, the partnership is to describe the cooperation which focuses more on the coordination stage than consensus in policymaking process. A partnership arises if a private agent complements or even replaces the role of a public agent. Collaboration may be realized in the relationship of public and private agents which are able to function effectively. Ansell and Gash (2007) in their work explained that one of the criteria for collaboration is consensus. Agreements are based on common interests. Consensus is a strategic stage because governance describes the interaction between various parties or at least two parties. As the number of parties involved increases, the dialectic of conflict and consensus becomes more dynamic. In this situation, the relationship rested on the spirit of collaboration is quite vulnerable to conflict.

Thus, according to Provan and Kenis (2008), consensus model settlement is better put forward as the main alternative. Consensus should demonstrate a foundation of commitment about mutual agreements and contract agreements. Thus, consensus without a strong commitment is difficult to realize the points of the agreement which cause this relationship to be mutually beneficial. If a party is troubled, an opportunity for conflict in the interaction between the parties may arise (5). The second collaboration criterion is communication. Ansell and Gash argued that communication in a collaborative model might take a form in face-to-face dialogue. In a collaborative model, it is important to have communication that goes in multiple directions. Multi-directional communication refers to feedback that occurs continuously and involves more than two parties. This communication involves responses and expressions from all parties involved, by various means of communication such as oral or written. In an ideal partnership, there are at least three parties involved, including representatives of the government, the private sector, and the public. This communication is usually conducted through face-to-face dialogue, with the media only used as aids to facilitate intensive communication. This kind of direct interaction provides reinforcement to other basic values, and ultimately strengthens the practice of collaboration. Cline (2000) explained that multidirectional communication is a major component of policy implementation (4). The third collaboration criterion is the sharing of resources; an explanation of resources includes human, financial, and other resources that support the collaboration process. Emerson et al (2012) stated that resources are part of the capacity factor. Collaboration capacity can be observed from the extent to which resources are shared and separated. It is expected that in this way, each collaborator can strengthen each other's power and overcome their shortcomings, and play an active role together.

The act of mutually reinforcing and complementarity is the essence of collaborative activity. A collaborative approach is taken to facilitate the resolution of public issues. It must be recognized that government, private sector, media, and public organizations have their advantages and disadvantages. Collaboration exists to answer resource limitations. At times, limited resources are the reason for the non-implementation of problem-solving. When the need for resources is fulfilled, the impact of collaboration will be more pronounced. Collaboration definitely has a better advantage than partially performed activities. A positive result will increase the reputation of the parties involved, while a negative result will decrease their reputation (6). As the explanation of the theory above, the theory of collaborative governance from Ansell and Gash (2007) and Emerson concept (2012) was selected because it is relevant for research on the implementation of ex-leprosy children's education in SDN Tanjungkenongo 2. The three basic values of collaboration used in research are consensus, multi-directional communication, and resource sharing. Furthermore, the researchers eager to analyze and elaborate more on the actors in the implementation of basic education in Sumberglagah leprosy village that is based on collaborative governance. Another purpose of the researchers is to discover the dynamics of the relationship of collaborators in the implementation of elementary education in SDN Tanjungkenongo 2. Because of these problems, the research question is divided into two. First, how to identify the actors of collaborative governance-based education in Sumberglagah elementary school? Second, how are the dynamics of collaboration between actors in implementing primary education in Sumberglagah Sumberglagah leprosy village?

This article seeks to discover the novelty of a similar study that has never been performed. Some previous studies on Sumberglagah Sumberglagah leprosy village included the following: First, Anggoro and Qomaruddin observed associative social interaction of former lepers of Sumberglagah. Aspects studied

include cooperation, accommodation and assimilation (7). Second, Arianti and Suwanda examined the reasons for the Sumberglagah community to be tolerant of former lepers. Tolerance emerges based on religious values, human values, and the value of harmony (8). Third, Aulya and Zain examined the deciding factors of former lepers living in Sumberglagah. The study conveyed that the people around the Sumberglagah area are not disturbed by the existence of former lepers (2). Fourth, Shobibah research identified the practices of identity politics conducted by former lepers in Sumberglagah Hamlet (3). As the exposure of the four previous studies, no one has focused on the aspects of collaboration in the implementation of basic education in Sumbergalagah. This is the difference of research SDN Tanjungkenongo 2 with some previous research in Sumberglagah.

II. METHODS

This study uses case study research. The research methods section includes research approaches, research strategies, data collection, and data analysis. The research procedure is an important aspect because it relates to how the way/process of a study is carried out. This article uses qualitative methods to answer two research questions about how the process of collaboration in the implementation of basic education and what are the inhibiting factors of the process of collaboration between parties in SDN Tanjungkenongo 2. In an effort to manage data and achieve qualitative research results, this study will be directed to the use of case study strategies. Citing the opinion of Stake, Creswell explained that a case study is a research strategy in which researchers carefully investigate a program, event, activity, process, or group of individuals (9). The use of case study research has the purpose of exploring certain social units and the results of the research provide a broad and in-depth overview of certain social units. The subjects studied are relatively limited, but the variables and focus studied were very broad in dimension. This article uses primary and secondary data. Specific primary data collection methods were divided into in-depth interviews to informants.

Furthermore, the data from the interviews of the collaborative actors were analyzed in order to discover the real answers, as well as the opinions of the answers from the key informants. The informants were 12 people consisting of the head of the Elementary Education Board of Mojokerto Regency, the school principal of SDN Tanjungkenongo 2, 4 teachers of SDN Tanjungkenongo 2, the village chief of Tanjungkenongo, the hamlet head of Sumberglagah, and 4 parents of SDN Tanjungkenongo 2. In addition to the data, this article also uses various secondary data sourced from books, journals, newspapers, and internet media such as local media sites that provide coverage of Tanjungkenongo village and SDN Tanjungkenongo 2. At the stage of data analysis, the researchers reviewed all the data from the interviews with the informants, and performed reduction or selection of data to gain its relevance. Data reduction includes processing of raw data in the form of interview transcription, coding, and categorization. All data analysis process is conducted using Interactive Analysis techniques from Miles and Huberman (10). The data analysis process consists of three flow activities that occur simultaneously, such as data reduction, data presentation, and conclusion or verification.

III. RESULT AND DISCUSSION

Actor Collaboration for Children's Education Sumberglagah

Collaborative governance in the implementation of education at SDN Tanjungkenongo 2, is a real action taken by the problem of dissatisfaction with learning outcomes and educational discrimination for the residents of Sumberglagah leprosy village. This condition is ideally able to involve various actors other than the government. The involvement of various parties can lead to models and analyzes, the implementation of quality basic education, especially for children with leprosy. The educational institution in question is a publicly owned facility whose decision-making is collective and oriented to deliberation and Consensus action-oriented. Mutual agreement can be achieved if the collaborative cooperation model presents an explanation of the vision, mission, goals, strategies, and activities between actors. Each party has the authority to make decisions independently even if they are subject to mutual agreement. Collaboration is an effort to combine various parties with different interests to produce a common vision, create consensus on a problem, generate alternative solutions to the problem, and prioritize shared values to produce policies that

do not harm each party. Leever (2010) revealed that collaboration is a useful concept to explain the relationship of cooperation as a form of combining thoughts by other parties. The actor seeks solutions from different points of view about a problem (11). One of the problems in this study is based on the recognition of the village chief of Tanjungkenongo. The dwelling location of former lepers merely exists in Sumberglagah, but the leprosy village stigma is also widened to five other hamlets: Glinsem, Sumberjejer, Tanjungsari, Tanjunganom, and Balonganom.

Even the stigma extends to educational institution, such as SDN Tanjungkenongo 2, which is known as a special school for children of former lepers. The number of students drops as a response to the stigma. He added that the small number of students is the cause of many actions of residents outside Sumberglagah who are still afraid of contracting leprosy and are less comfortable sending their children to SDN Tanjungkenongo 2 (according to an interview with Tanjungkenongo village chief). In the context of schools, the first actor to play a role in the implementation of education is the principal and teachers of SDN Tanjungkenongo. Based on the recognition of the principal, it is not easy to hire a teacher teaching at the school that the majority of students are residents of Sumberglagah leprosy village. He admitted that the educators are individuals who highly concern towards education, to fight the fear of leprosy. Although he explained the limited school space facilities, they remain teaching sincerely. One of the teachers admitted that another challenge is the character of Sumberglagah residents who tend to be tenacious, especially the parents of students. Thus, teachers must patiently educate students who tend to be stubborn so as not to offend their parents. The principal and teacher activities are divided into three: managing education at SD Tanjungkenongo 2, teaching for students, and ensuring that educational and other facilities can be used properly. The second actor is the government of Tanjungkenongo village. The village chief said that it was more involved in maintaining facilities and public services outside the school. He said that he had heard the news about the condition of the few students in schools due to the image of special schools for children of ex-lepers.

The small number of students is also influenced by the limited educational facilities at SDN Tanjungkenongo 2. In this position, the village government cannot help the construction of school facilities. The village chief explained that the village government does not grant the village funds for any construction at the school site. One reason is that the status of the land on which the school is located belongs to the third actor or the East Java Provincial government, specifically the bureaucratic institution that handles the leprosy cases, which is the East Java Provincial Social Service. The fifth actor is the Mojokerto Regency government, with its role as a policy maker. For example, the Mojokerto Education Office assigned ASN (civil servants) to become the principal of SDN Tanjungkenongo 2. This is related to the implementation of basic education that have to be well operated in the Mojokerto Regency. There was a unique impression during the meeting between researchers and the Head of Elementary Education of Mojokerto, as an informant, regarding SDN Tanjungkenongo 2. The officer advised that the researchers must maintain their health during activities around the school because it is specifically known for children of former Sumberglagah lepers. The sixth actor is the students of the teaching campus program who have received recommendations from the Mojokerto Regency Education Office. This program aims for students to collaborate with teachers of SDN Tanjungkenongo 2 to improve the quality of learning activities at the school. Campus Teaching is a direct program of the Ministry of Education and Culture.

Table 2. Collaborative Governance Actor for SD Tanjungkenongo 2

Stakeholder	Role	Activities
Tanjungkenongo 2 Elementary School staff	Headmaster Teacher	1. Management of School Activities 2. Teaching students at School 3. Maintain School Facilities
Tanjungkenongo Village Official	Mentoring	1. Monitor Public Facilities Outside the School
East Java Government	Land Owner	1. Provincial government officials monitor the use of land belonging to the Social Service of East Java
Mojokerto Government	Policy Making	1. The Department of Education

		oversees learning and teaching activities at the school 2. The Mojokerto Regency Government assigned civil servants to manage SD Tanjungkenongo
MBKM Student	Teaching Assistance	1. MBKM students teach at school 1. MBKM students provide additional Tutoring Outside of School

Source: Author Compilation (2021)

It is an explanation of the roles and activities of the six actors in the collaboration of education in elementary schools for children of Sumberglagah leprosy village. Thus, Collaborative Governance can be interpreted as a condition of interdependence among actors. The desire to collaborate arises because the actors understand their limitations. Furthermore, the parties need a declaration of their desire and commitment to establish closer cooperation with other actors. At this stage, each party involved in the cooperation needs to recognize the legitimacy authorized by the other party. After the parties agree to collaborate, building a sense of shared ownership in each collaboration process is necessary (12).

Dynamics of Collaboration Implementation of Basic Education Sumberglagah Leprosy Village

Emerson (2013) describes the dynamics of collaboration stages based on three interactive components. The three components are principled engagement, shared motivation, and capacity for joint action. Various things such as face-to-face dialogue or through the medium of technology are instruments for creating mutual consensus. In this section, the culmination point is the reaffirmation of common goals and the conditioning and development of common principles grounded in the perspectives of the actors involved (6). As the process is based on consensus, interest groups need to analyze opportunities to obtain mutually added economic and social values. Thus, the agreement is according to the Common Will, and consensus must be composed based on solid commitment because it is difficult to create unity of agreement without commitment. Based on the informants' statement regarding the establishment of Elementary School Tanjungkenongo 2, it was originally reserved for ex-lepers' children. This agreement arises because of the stigma for Sumberglagah residents, so their children are afraid of exclusion if they attend school outside the village of Tanjungkenongo. The village government explained that because the number of migrants was increasing and ended up living in Sumberglagah leprosy village. Thus, both government and non-government actors agreed to create harmonization between indigenous people and Sumberglagah migrants.

At first, the fear of leprosy transmission was still high, so the initial initiative was the construction of elementary schools for children with leprosy. Principal of SDN Tanjungkenongo 2 admitted that the image of a special school for children in leprosy village was indeed spread in the region. He explained that all parties agreed to provide the best education services for the children of the leprosy village even though the number of students was very few. Some teacher informants also claimed that their work is a form of devotion because the majority of students identified Sumberglagah children even though all SDN Tanjungkenongo educators are residents outside the village. Initially, there was still a feeling of fear of being infected while teaching students. However, the current image of a special school for leprosy village children must be changed because it causes decreased the number of students. Some teachers expect a commitment from the Mojokerto District Education Office with the East Java Provincial Social Service to improve facilities at SDN Tanjungkenongo 2. Meanwhile, the expectation of teachers to the community Sumberglagah Hamlet is able to establish communication with educators. The community in question is the parents of students whose children study at SDN Tanjungkenongo 2. As previously explained, the character of Sumberglagah residents tends to be tenacious which affect the psychological of teachers when teaching at SDN Tanjungkenongo 2. The existence of leprosy sentiment causes Sumberglagah residents to tend to prohibit their children from participating in other additional activities.

They think, attending the formal education program would be sufficient. In addition to the communication aspect, there is a resource component to be observed in demonstrating the dynamics of collaboration at SDN Tanjungkenongo 2. The resources in question are human resources and other resources. The existence of collaboration is to provide solutions to problems of lack of resources. In the aspect of

human resources, there is assistance from students of various universities through campus teaching programs at SDN Tanjungkenongo 2. This program is the implementation of the policy of Independent Learning-Campus Independence (MBKM) initiated by the government, the Ministry of Education and Culture (Kemendikbud). The purpose of this program is to empower students to participate in the teaching process of elementary schools in villages and cities. The student activities include positioning themselves as teachers involving in teaching and designing effective learning strategies. They also help teachers for efficient administrative management in schools and technological adaptation to support a better learning process (13).

Fig 2. Campus Teaching Program at SDN Tanjungkenongo 2



Entire university students collaborated with teachers of SDN Tanjungkenongo 2 to conduct learning and teaching process. Based on the recognition of informants, the collaboration process during campus teaching activities covered several activities, such as face-to-face learning, out-of-school visits for additional learning, and online learning (14). They conducted additional learning activities in a public facility, which was the Hall of Sumberlagah Hamlet. As for online learning, they use technology in the form of WhatsApp, Zoom, and Google Meet applications. In order to disseminate positive information about the school, they published their activities on social media portals and composed posts about the profile of SDN Tanjungkenongo 2 in online media portals. For offline learning, the university students were proportionately assigned to the six classes from Grade 1 to 6. They served as a teacher's assistant in the classroom who helped to check attendance, identified students who demonstrated learning difficulties, and created various innovative learning strategies and supported by the use of technology.

The other form of resources derived from the collaboration of the school with related parties is school land owned by the East Java provincial government. There was also some social assistance for school needs from the government and the community. The aid is strategically aimed for children of former lepers in Sumberlagah, however, because the majority studies at the SDN Tanjungkenongo 2, the school is regularly involved during coordination process for the distribution of aid. Based on the recognition of the principal informant, the aid was from community organizations and religious organizations. Dewi (5) explaining collaborative governance taking the form of stakeholder engagement strategies is appropriate considering the resource aspects in order to strengthen public policies. If the resource component has been fulfilled, then the acceleration of collaborative actions will have significant impact. In this context, the power of change through collaboration model demonstrates more suitability compared to partial or individualist activities. The collaborative Model is already the common consensus of all parties involved. Thus, there is no reason not to share the resources that the collaborators own. Desirable results could improve the reputation of the parties involved; on the contrary, bad results can drop the reputation so that collaboration can provide an alternative to social problems, of course, the requirement for resources as the main support.

IV. CONCLUSION

The results of the study conveyed that implementing education for children Sumberglagah leprosy village has involved several actors including 1) the East Java provincial government through the Social Service Agency, 2) Mojokerto Regency Government through the Education Agency, 3) Tanjungkenongo Village Government, 4) the principal and the teachers at SD Tanjungkenongo 2, 5) Ministry of Education and Culture through campus teaching programs and 6) people around Sumberglagah. The actors' collaborative relationship runs dynamically based on three values; for instance consensus orientation in decision making, multi-stakeholder communication in social relations and bureaucracy, and various resources in achieving common goals (4).

The aim is to improve the quality of elementary education in Sumberglagah leprosy village. Actions in the collaborative process during the educational progress within Sumberglagah leprosy village are in accordance with the capacity of each actor. The actors are divided into government actors and non-government actors. The East Java provincial government, Mojokerto Regency government, and Tanjungkenongo village government that are classified as bureaucratic representations acted as facilitators and assistants for the community. Then, the school management board consisting of the principal and the teachers acted as the educators. Eventually, the university students were also involved in supporting the implementation of education at SDN Tanjungkenongo 2.

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