

Collaborative Governance for Strengthening Children's Civil Rights and Freedoms in Bogor Regency

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This study aims to analyze collaborative governance in strengthening civil rights and children's freedoms within Cluster I of the Child-Friendly Regency (KLA) policy in Bogor Regency. The study focuses on children's legal identity, access to child-friendly information, and child participation. A qualitative approach was employed using the collaborative governance framework of Ansell and Gash, consisting of starting conditions, institutional design, facilitative leadership, and collaborative process. Data were collected through in-depth interviews, observation, documentation, and secondary data analysis. The results show that collaborative governance in strengthening children's civil rights and freedoms has been implemented, but remains at a coordinative stage and has not yet developed into an integrative and deliberative cross-sector collaboration. In the starting conditions dimension, disparities in capacity, understanding, and access to services among actors are still evident. In the institutional design dimension, formal institutional structures and coordination forums have been established, but operational mechanisms capable of substantively integrating cross-sector programs remain limited. In the facilitative leadership dimension, local leadership has encouraged commitment and coordination among actors, yet has not optimally strengthened equal multi-stakeholder participation. Meanwhile, in the collaborative process dimension, interactions among actors are still dominated by administrative coordination rather than deliberative dialogue and collective problem-solving. This study concludes that strengthening children's civil rights and freedoms in Bogor Regency requires more integrative, participatory, and sustainable collaborative governance mechanisms.

Keywords: Collaborative governance, strengthening children's civil rights and freedoms, child-friendly regency, child participation, children's legal identity.

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1. Introduction

The fulfillment of children's civil rights and freedoms is an essential component of child rights protection guaranteed by the constitution and various national policies. The Child-Friendly Regency/City (Kabupaten/Kota Layak Anak/KLA) policy places children's civil rights and freedoms under Cluster I, which includes children's legal identity, access to child-friendly information, and child participation in development. These three aspects serve as the foundation for supporting the fulfillment of children's rights in the sectors of education, health, social protection, and special child protection. The fulfillment of children's civil rights and freedoms does not solely depend on the availability of administrative services but is also determined by the ability of various actors to establish collaborative governance capable of integrating cross-sectoral program implementation consistently and sustainably.

The implementation of KLA Cluster I involves various cross-sectoral actors and therefore cannot be carried out independently by a single regional agency. The provision of legal identity services for children requires the involvement of the Population and Civil Registration Office, sub-district and village governments, educational institutions, health facilities, and communities in data collection and service facilitation

processes. The provision of child-friendly information requires support from community groups, media, academics, and the business sector through strengthening literacy and providing child information facilities. Child participation through Child Forums also requires institutional support, mentoring, and communication spaces that enable children to meaningfully express their aspirations in regional development.

Collaborative governance is a relevant approach for analyzing the strengthening of children's civil rights and freedoms because its implementation depends on working relationships among actors. Collaborative governance is not merely understood as administrative coordination among institutions but also includes role distribution, joint forums, deliberative mechanisms, and multi-stakeholder involvement in policy implementation. The success of collaborative governance is influenced by the quality of communication, institutional capacity, commitment among actors, and the sustainability of cross-sectoral coordination.

Within the context of collaborative governance, the existence of coordination meetings and institutional structures alone does not indicate that collaboration has been substantively implemented. Ansell and Gash (2008) explain that collaboration requires a face-to-face dialogue process that enables actors to build mutual understanding, formulate shared agendas, and produce collective decisions. Conversely, interactions that are solely oriented toward information exchange, activity reporting, or administrative requirements more closely reflect bureaucratic coordination patterns rather than collaborative forums. Therefore, the quality of interactions among actors is an important aspect in assessing whether established mechanisms have evolved into deliberative collaborative governance or remain at the stage of administrative coordination.

Bogor Regency is a relevant area for examining these conditions because it has a large population and diverse regional characteristics. Differences in geographical and social conditions among sub-districts have resulted in the uneven implementation of services related to children's civil rights and freedoms. This disparity indicates that challenges in strengthening children's civil rights and freedoms are not only related to program availability but also to implementation capacity and the quality of relationships among actors involved. These conditions demonstrate that collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency is still dominated by sectoral coordination patterns and has not yet been able to consistently establish cross-sectoral integration.

This study focuses on Cluster I of the Child-Friendly Regency/City policy because this cluster is directly related to children's fundamental rights. The right to legal identity serves as the basis for state recognition of a child's legal status and determines children's access to various public services. Access to child-friendly information plays a role in supporting child development and protecting children from exposure to information that is inappropriate for their age and needs. Child participation constitutes an important aspect of children's freedom to express their opinions and participate in development processes related to their lives.

The existence of Child Forums has not fully demonstrated the development of substantive child participation in regional development. Child participation is still dominated by administrative and ceremonial activities, so deliberative spaces for children to express their aspirations and influence regional development processes have not developed substantially. Children have not been fully positioned as subjects involved in decision-making processes concerning their needs and issues. This condition indicates that collaborative governance in strengthening child participation has not yet succeeded in creating more meaningful and sustainable participation spaces.

Similar conditions can also be observed in coordination mechanisms among actors in implementing Cluster I of the Child-Friendly Regency policy. Various coordination activities have been carried out through Task Force meetings and the preparation of supporting KLA documents. However, these mechanisms have

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largely focused on data synchronization, indicator fulfillment, and the preparation of evaluation evidence. Opportunities for dialogue to formulate shared agendas, discuss cross-sectoral issues, and collectively agree on follow-up actions remain relatively limited. This situation indicates that relationships among actors more closely resemble administrative coordination patterns than deliberative collaborative forums.

These various empirical conditions indicate that the challenges in strengthening children's civil rights and freedoms in Bogor Regency are not only related to service achievements but also to the implementation of collaborative governance among actors. Program implementation is still dominated by sectoral work patterns and administrative coordination, preventing cross-sectoral integration from developing into substantive collaborative governance. The existing collaborative governance has not been fully supported by clear role distribution, deliberative multi-stakeholder coordination forums, and sustainable joint evaluations. Consequently, service integration across regions has not been implemented consistently.

The involvement of non-government actors in strengthening children's civil rights and freedoms remains symbolic and has not been substantively integrated into cross-sectoral program implementation. The role of academics is still limited to normative support and has not been integrated into sustainable program evaluation. The media primarily serves as a means of program dissemination rather than as a partner in strengthening child rights advocacy. The business sector has also not been optimally involved through Corporate Social Responsibility (CSR) programs integrated with the strengthening of KLA Cluster I. Consequently, program implementation continues to operate according to each sector's responsibilities and has not evolved into integrated cross-sectoral collaboration.

These conditions further demonstrate the importance of institutional roles in driving collaborative governance. The Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3AP2KB), as the coordinator for strengthening children's rights, holds a strategic position in connecting various actors. However, this role is not always accompanied by direct authority to control program implementation in other regional agencies. As a result, the success of coordination depends heavily on the commitment, awareness, and willingness of each actor to engage in collaborative efforts.

Based on the background and problem identification described above, there remains a gap between policy expectations and empirical conditions in the field. Normatively, strengthening children's civil rights and freedoms requires the involvement of various actors through collaborative governance capable of integrating the roles of government, communities, businesses, academics, media, and Child Forums in realizing the integrated and sustainable fulfillment of children's rights. Empirically, however, conditions in Bogor Regency still demonstrate disparities in achievements across regions, limitations in cross-sectoral coordination, and suboptimal working relationships, role distribution, and program integration among actors in strengthening children's civil rights and freedoms. Program implementation also continues to be dominated by administrative and sectoral coordination patterns and has not fully developed into a collaborative mechanism capable of generating effective cross-sectoral collective action. These conditions provide the basis for this study to analyze how collaborative governance is implemented, the factors influencing its implementation, and efforts that can be undertaken to strengthen collaborative mechanisms in enhancing children's civil rights and freedoms in Bogor Regency in a more integrated, participatory, and sustainable manner.

Based on the research problems described above, the objectives of this study are as follows:

1. To analyze the implementation of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency.
2. To identify the supporting and inhibiting factors affecting the implementation of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency.

3. To analyze efforts to strengthen collaborative governance in enhancing children's civil rights and freedoms in Bogor Regency.

2. Methods

A qualitative approach was selected due to its ability to capture the complexity of social phenomena contextually, including the interactions, perceptions, and experiences of various actors involved, such as government institutions, academics, the business sector, communities, and the media (Creswell & Poth, 2018). A case study method was employed to examine the dynamics of relationships among actors within a specific context, namely Cluster I of the Child-Friendly Regency policy. This approach enables an in-depth analysis of a single case unit so that factors influencing both the success and limitations of its implementation can be comprehensively identified.

The data collected consisted of primary and secondary data, which were used complementarily to obtain a comprehensive understanding of interactions among actors, collaborative processes, and empirical conditions in the field.

The selection of informants in this study was based on the actors' direct involvement with the evaluation indicators of Cluster I of the Child-Friendly Regency policy, namely birth certificate ownership, access to child-friendly information, and child participation in public spaces and freedom of expression. This study established an age range of 15–17 years for child participants interviewed to comply with ethical principles in research involving children. This age range was determined based on the consideration that older adolescents possess adequate cognitive and social capacities to understand the objectives and procedures of the research and to reflectively express their experiences and perspectives.

Miles et al. (2018) emphasize that data collection, data reduction, data display, and conclusion drawing and verification constitute an integrated process that interacts continuously and forms a cycle of qualitative data analysis. This approach enables researchers to conduct in-depth, reflective, and continuous analyses, thereby ensuring that the research findings have a strong empirical foundation and can be scientifically justified.

3. Results And Discussion

The results and discussion of this study present empirical findings based on in-depth interviews with stakeholders involved in strengthening Cluster I of the Child-Friendly Regency/City (KLA) policy in Bogor Regency. Data were collected from local government institutions, technical regional agencies, Child Forums, media representatives, as well as parents and children as service beneficiaries. The analysis was conducted by referring to the collaborative governance framework proposed by Ansell and Gash (2008) to understand how patterns of interaction, commitment, and cross-sectoral collaborative practices are implemented within the context of fulfilling children's civil rights and freedoms.

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Strengthening children's civil rights and freedoms within the KLA framework, particularly Cluster I, is a cross-sectoral governance issue because it encompasses the fulfillment of legal identity, access to child-friendly information, and opportunities for children's participation in regional development. The characteristics of these issues require the coordinated involvement of various regional agencies and non-government actors, making a sectoral approach insufficient. In this context, collaborative governance is used as an analytical framework to understand how inter-actor interactions, institutional design, leadership, and dialogue processes are developed to support the fulfillment of children's civil rights and freedoms. Referring

to the framework developed by Ansell and Gash (2008), this subsection analyzes four main dimensions, namely starting conditions, institutional design, facilitative leadership, and collaborative process, to provide a systematic understanding of the dynamics of collaboration in strengthening Cluster I in Bogor Regency.

a. Starting Conditions Dimension

Interview findings indicate differences in the level of understanding among actors regarding children's rights to legal identity. Government actors perceive legal identity as the foundation for fulfilling children's rights because it serves as a prerequisite for accessing education, healthcare, and social protection services. In contrast, some children and parents still perceive birth certificates and Child Identity Cards (Kartu Identitas Anak/KIA) merely as administrative documents required to fulfill certain requirements, such as school enrollment or social assistance applications. This condition indicates that the understanding of legal identity as part of children's civil rights has not been evenly distributed among the actors involved. The government's commitment to fulfilling children's legal identity rights is reflected in the high rate of birth certificate ownership and the increasing ownership of Child Identity Cards during the 2020–2024 period in Bogor Regency, as presented in Table 4.4.

Nevertheless, the high rate of identity document ownership does not fully reflect equality of understanding among actors. Interview findings indicate that the government has a more comprehensive understanding of legal identity as a children's civil right, whereas some community members still perceive it as an administrative necessity. These differences indicate a knowledge capacity gap that may affect the quality of participation in collaborative processes. Under these conditions, the government tends to become the primary driving actor, while communities and children predominantly act as service recipients rather than partners with an equivalent understanding of the objectives of strengthening children's rights.

These findings are consistent with the study conducted by Pabia (2022), which showed that the success of Child-Friendly Regency implementation is influenced by institutional capacity, communication, and actors' understanding of the issues being collaboratively addressed. These findings also support the study by Rohman et al. (2022), which emphasized that the quality of participation and collaborative capacity among actors are important factors in supporting the success of Child-Friendly Regency initiatives. When actors' understanding has not reached a relatively equal level, the resulting participation tends to be unbalanced and remains dependent on actors with greater capacities.

From the perspective of Ansell and Gash (2008), these findings indicate that the starting conditions dimension has not yet been fully supported by equal initial capacities among actors. One of the key prerequisites of collaborative governance is a balance of resources and capacities that enables all parties to participate meaningfully in the collaborative process. Although Bogor Regency has established a strong initial foundation through the government's commitment to expanding children's legal identity ownership, knowledge disparities between government institutions and communities still exist. Therefore, strengthening starting conditions requires not only improving access to children's identity services but also enhancing literacy regarding legal identity as a children's civil right so that all actors can possess a more equal understanding in supporting the strengthening of Child-Friendly Regency initiatives.

1. Actors' Awareness of Children's Civil Rights and Freedom Issues

The development of child identity ownership in Bogor Regency demonstrates improvements in the fulfillment of children's legal identity during the 2020–2024 period (Figure 4.11). Birth certificate ownership reached 92.11 percent in 2024, while Child Identity Card ownership increased from 22.42 percent in 2020 to 37.52 percent in 2024. These achievements indicate the government's attention to fulfilling children's legal identity through population administration services. However, the

percentage of Child Identity Card ownership, which remains below 40 percent, suggests that public awareness of the importance of children's legal identity has not yet been optimally established. From the perspective of Ansell and Gash (2008), this condition is related to the incentives for participation aspect within the starting conditions dimension. Uneven levels of awareness indicate that motivations for participating in the fulfillment of children's civil rights vary among actors. The government acts as the primary driving force in promoting children's legal identity fulfillment, whereas community participation is still largely motivated by administrative needs. This situation demonstrates that readiness for collaborative participation has not yet reached a balanced level, resulting in collaborative governance processes that are still dominated by government initiatives rather than active community participation.

2. History of Interaction and Cooperation Among Actors

The findings indicate that the existing cooperative experiences have not yet fully produced integrated services. The birth certificate application process still involves several institutions and service stages that are considered relatively lengthy by the community. This situation indicates that interactions among actors are still predominantly characterized by administrative coordination and sectoral division of tasks rather than collaboration oriented toward service integration. The benefits of the established cooperation have not yet been fully experienced directly by communities as service beneficiaries.

These findings are consistent with Amanda (2020), who stated that the stability of collaborative networks and the intensity of inter-agency communication are important factors supporting the implementation of Child-Friendly Regencies. These findings also support the study by Pabia (2022), which demonstrated that collaborative effectiveness is influenced by the quality of coordination and communication among actors. The existence of established cooperation networks provides an initial foundation for collaboration; however, their effectiveness remains dependent on the actors' ability to build more substantive interactions oriented toward solving shared problems.

b. Institutional Design Dimension

The analysis of the institutional design dimension in strengthening Cluster I of the Child-Friendly Regency/City (KLA) policy in Bogor Regency was conducted to understand how institutional arrangements, coordination mechanisms, and patterns of relationships among stakeholders are established to support the implementation of collaborative governance in fulfilling children's civil rights and freedoms. Based on the theoretical framework of Ansell and Gash (2008), collaborative institutional design is determined by the clarity of actors' roles and authorities, the existence of cross-sectoral collaborative mechanisms or forums, and the level of openness and inclusiveness in the participation of both governmental and non-governmental actors in planning and collective decision-making processes. The analysis of the institutional design dimension in this study was based on in-depth interviews with informants relevant to this dimension, including government representatives (Bapperida, DP3AP2KB, the Population and Civil Registration Office, and the Education Office), representatives from the Bogor Regency Child Forum, academics, media representatives, and representatives from the business sector, which are further elaborated in the following discussion.

1. Clarity of Actors' Roles and Authorities in Strengthening Children's Civil Rights and Freedoms

The Regional Action Plan (RAD) for the Child-Friendly Regency policy in Bogor Regency indicates that efforts to strengthen children's civil rights and freedoms have been supported by formally established role distribution, as presented in Table 4.7. Bapperida is responsible for child participation in the Development Planning Consultation Forum (Musrenbang), while DP3AP2KB oversees child data development programs, the fulfillment of children's rights, and the strengthening of PUSPAGA and PATBM. This division of responsibilities demonstrates that each program has a clearly designated

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responsible institution according to its respective institutional duties and functions. This clarity of authority reinforces interview findings indicating that actors understand their positions and responsibilities in supporting KLA Cluster I.

The clarity of authority distribution indicates that collaborative challenges do not lie within the institutional structure itself. Significant overlaps or gaps in roles were not identified because each program has formally designated implementing actors. Certainty regarding which institution is responsible for each program has created an institutional foundation that supports cross-sectoral collaboration. This reality confirms that Bogor Regency possesses adequate institutional capacity to coordinate various programs aimed at strengthening children's civil rights and freedoms.

The findings reveal that the clarity of authority structures has not fully resulted in integrated actions among actors in implementing programs related to strengthening children's civil rights and freedoms. Interviews indicate that regional agencies remain more focused on achieving sectoral targets and performance indicators rather than pursuing cross-sectoral collaborative agendas. Relationships among actors occur primarily through administrative coordination and information exchange rather than through joint planning, implementation, and evaluation of programs. This situation demonstrates that role clarity has not yet evolved into integrated action, and the existing collaboration continues to operate within the boundaries of each actor's respective authority.

2. The Existence of Cross-Sectoral Collaborative Mechanisms or Forums for Cluster I

The findings indicate that the effectiveness of collaborative forums still faces various limitations. Issues such as inadequate activity documentation, weak inter-agency data integration, limited Child Forum presence at the village level, weak cross-sectoral partnerships, and suboptimal participation from all regional agencies demonstrate that the quality of coordination among actors still requires strengthening. These findings are consistent with interview results indicating that coordination meetings have not been conducted consistently and that forum attendance remains suboptimal. This condition suggests that collaborative forums are available but have not yet been fully able to perform their coordination functions effectively and sustainably.

The findings further demonstrate that Bogor Regency has institutionalized collaborative forums and mechanisms through the Child-Friendly Regency Task Force and other cross-sectoral coordination forums. The existence of these forums provides an institutional foundation for interactions among actors in strengthening children's civil rights and freedoms. However, interviews and document analysis indicate that these forums primarily function as platforms for administrative coordination, reporting achievements, and fulfilling indicators, while strategic discussions, cross-sectoral agenda alignment, and joint decision-making have not yet been optimally implemented. Limitations in actor participation, consistency in meeting implementation, and follow-up actions resulting from coordination further reinforce this condition. Therefore, the primary challenge of collaborative governance in Bogor Regency no longer lies in the availability of collaborative forums but rather in the inability of these forums to optimally function as multi-stakeholder deliberative spaces capable of generating shared understanding, strategies, and cross-sectoral collective actions.

3. Openness and Inclusiveness of Actors in Collaborative Efforts to Strengthen Cluster I

The findings indicate that openness to involving non-government actors has become part of the institutional design for strengthening children's civil rights and freedoms in Bogor Regency. Various elements of the pentahelix model have been granted opportunities to participate according to their respective capacities. However, the level of collaborative inclusiveness remains suboptimal because opportunities for participation have not been accompanied by equal influence in determining program directions and decision-making processes. This situation reflects that the main issue does not lie in the number of actors involved but rather in the quality of participation, which remains unequal.

c. Facilitative Leadership Dimension

The analysis of the facilitative leadership dimension in strengthening Cluster I of the Child-Friendly Regency/City (KLA) policy in Bogor Regency was conducted to understand how regional leaders and responsible agencies function in promoting cross-sectoral collaboration in fulfilling children's civil rights and freedoms. Based on the collaborative governance framework proposed by Ansell and Gash (2008), facilitative leadership is a key element in sustaining collaboration through the ability to facilitate interactions among actors, bridge differences in interests, and encourage the inclusive involvement of both governmental and non-governmental actors. The analysis of the facilitative leadership dimension in this study focuses on the role of leadership in facilitating collaboration within KLA Cluster I, leadership capacity in balancing the interests of various stakeholders, and efforts to encourage the participation of non-governmental actors in issues concerning children's civil rights and freedoms. The discussion is based on in-depth interviews with local government informants (Bapperida and DP3AP2KB), representatives of the Bogor Regency Child Forum, academics, media representatives, and business sector representatives involved in the implementation of KLA in Bogor Regency, as described below.

1. The Role of Leaders and Responsible Agencies in Facilitating Collaboration within KLA Cluster I

The effectiveness of leadership still faces challenges at the implementation level. Interview findings indicate that understanding of the Child-Friendly Regency concept and its indicators has not been evenly distributed at the sub-district, village, and technical implementation levels. Some actors still perceive KLA as a sectoral program, resulting in collaboration not yet being fully developed as a shared responsibility. This situation indicates that the commitment established at the leadership level has not been fully internalized into organizational work practices across all levels.

The findings indicate that facilitative leadership is a relatively strong aspect of strengthening children's civil rights and freedoms in Bogor Regency. Leadership has successfully established institutional legitimacy, mobilized cross-sectoral commitment, and maintained actors' involvement in the implementation of KLA. The remaining limitations are more closely related to policy internalization processes and the strengthening of implementers' capacities rather than inadequate leadership support. The main issue does not lie in leadership commitment itself but rather in the ability to translate that commitment into consistent collaborative actions throughout all organizational levels.

2. Leadership Capacity in Bridging Interests Among Actors

The findings indicate that KLA coordination forums involve regional agencies, law enforcement institutions, child protection organizations, and academics with diverse institutional orientations. This diversity requires leadership capable of unifying perspectives and directing all actors toward shared objectives. The involvement of various stakeholders within a single forum demonstrates that the collaborative process has provided opportunities to build cross-sectoral mutual understanding. These findings reinforce interview results indicating that leadership plays an important role in maintaining harmonious relationships among actors.

The alignment of interests is carried out through the synchronization of programs with Child-Friendly Regency indicators without reducing the authority of each actor. This approach allows each organization to continue performing its duties and pursuing its priorities while simultaneously contributing to the achievement of common goals. The process emphasizes finding common ground rather than negotiating conflicting interests. In this context, leadership functions more prominently as a facilitator of collaboration rather than as a conflict mediator.

3. Encouraging the Involvement of Non-Governmental Actors in Issues Related to Children's Civil Rights and Freedoms

The findings indicate that leadership has successfully created opportunities for the participation of various non-governmental actors in strengthening children's civil rights and freedoms. The various

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forms of support provided demonstrate a commitment to expanding stakeholder involvement beyond government institutions. However, the level of participation remains partial and has not yet been integrated into all stages of the policy process. The main issue does not concern access to participation itself but rather the need to strengthen mechanisms capable of ensuring that the involvement of non-governmental actors is implemented in a more systematic and sustainable manner.

d. Collaborative Process Dimension

The analysis of the collaborative process dimension in strengthening Cluster I of the Child-Friendly Regency/City (KLA) policy in Bogor Regency was conducted to understand how the dynamics of interaction, communication, and joint actions among actors are implemented in fulfilling children's civil rights and freedoms. Based on the collaborative governance framework proposed by Chris Ansell and Alison Gash (2008), the collaborative process emphasizes the importance of face-to-face dialogue, trust building, commitment to shared goals, and the implementation of collaborative actions as the foundation for sustainable cross-sectoral cooperation. In the context of Cluster I, the analysis focuses on three main indicators: dialogue and communication processes among actors, the level of trust and commitment within the collaboration, and the implementation of joint activities related to children's legal identity rights, participation, and access to information. This discussion is based on in-depth interviews with government informants (Bapperida, DP3AP2KB, the Population and Civil Registration Office, and the Education Office), representatives of the Bogor Regency Child Forum, academics, representatives from the business sector, child representatives, and parents or guardians, which are further described below.

1. Dialogue and Communication Processes Among Actors in Strengthening Cluster I

The findings indicate that dialogue and communication processes among actors in strengthening Cluster I have been conducted regularly and have produced various cross-sectoral collaborative documents. The established communication has supported information exchange, the identification of shared problems, and coordination in program implementation. However, the quality of dialogue remains dominated by administrative coordination, indicator reporting, and the fulfillment of evaluation evidence requirements, and therefore has not yet fully developed into a space for formulating shared strategies to strengthen children's civil rights and freedoms. The primary challenge does not lie in the availability of communication forums but rather in the ability to develop more substantive, integrative, and inclusive dialogues capable of generating cross-sectoral collective action.

These findings are consistent with the study by Nugroho (2021), which demonstrated that intensive communication is an essential prerequisite for building coordination and mutual understanding among actors in cross-sectoral collaboration. Similarly, Amanda (2022) found that the quality of dialogue determines actors' ability to develop shared understanding and produce effective collaborative decisions. The experience of Bogor Regency shows that communication among actors has been actively implemented and has generated various forms of cross-sectoral coordination. Nevertheless, the quality of dialogue still requires strengthening so that it not only functions as a means of exchanging information but also produces collaborative planning, decision-making, and joint solutions.

2. The Level of Trust and Commitment Among Actors in Collaboration

A similar pattern can also be observed in the trust dimension. Trust among actors has been established through routine coordination and cooperative experiences; however, it remains at an operational level. Consistent involvement of non-governmental actors, information openness, and data transparency continue to be important factors in strengthening trust among actors. This situation

indicates that trust has not yet fully evolved into strategic trust capable of driving sustainable collective action.

From the community's perspective, the level of trust in the actors involved in strengthening children's rights is relatively high. This trust is primarily shaped by community experiences in receiving services that are perceived as increasingly responsive and beneficial. This condition indicates that collaborative outcomes have positively influenced public perceptions, although further efforts in education and communication regarding children's rights are still necessary.

The findings indicate that the foundations of trust and collaborative commitment have been established; however, they have not yet fully developed into collective commitment and strategic trust capable of encouraging cross-sectoral planning and joint action. These findings are consistent with the studies by Sari (2022) and Wulandari (2023), which emphasized that the sustainability of collaboration is strongly influenced by the level of trust and commitment of actors toward shared goals. From the perspective of Ansell and Gash (2008), this condition indicates that the trust-building process has taken place but still requires strengthening through openness, consistent participation, and shared ownership so that collaboration can develop in a more substantive and sustainable manner.

3. Implementation of Joint Activities Related to Children's Legal Identity Rights, Participation, and Access to Information

The findings indicate that collaboration has generated various concrete activities that support the fulfillment of children's legal identity rights, participation, and access to information in Bogor Regency. The main limitation does not lie in the availability of collaborative programs but rather in the suboptimal cross-sectoral integration and unequal implementation of activities. These findings are consistent with the studies by Nugroho (2021) and Rahmawati (2023), which demonstrated that collaborative effectiveness is determined by the ability of actors to integrate resources and programs into collective actions. From the perspective of Ansell and Gash (2008), this condition indicates that commitment to process has been manifested through the implementation of joint activities but has not yet fully developed into integrated and sustainable collective action.

Overall, the findings indicate that the collaborative process in strengthening children's civil rights and freedoms in Bogor Regency has evolved through cross-sectoral communication, the establishment of trust and commitment among actors, and the implementation of various joint activities that support the fulfillment of children's rights. Various coordination forums, collaborative documents, and implemented programs demonstrate that the actors involved are willing to work together to achieve the objectives of the Child-Friendly Regency policy. The existence of dialogue, trust, and commitment among actors constitutes an important foundation for the sustainability of strengthening Cluster I.

e. **Synthesis of Collaborative Governance in Strengthening Children's Civil Rights and Freedoms in Bogor Regency**

Based on the findings, the implementation of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency has been established and supported by a relatively strong institutional foundation; however, it has not yet fully evolved into substantive and integrated collaboration. This condition is reflected in the availability of initial collaborative resources, regulations and cross-sectoral coordination forums, regional leadership support, and various forms of communication and joint activities among actors in implementing Cluster I of the Child-Friendly Regency policy. Nevertheless, the quality of collaboration across each dimension has not developed optimally, and the collaborative governance process continues to be dominated by patterns of administrative coordination and sectoral program implementation. The findings indicate that the implementation of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency has successfully established institutional foundations, cross-sectoral

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commitments, and coordination mechanisms among actors. However, the existing collaboration remains dominated by administrative and coordinative patterns and has not yet evolved into integrated cross-sectoral collective action. Various actors have been connected through the same forums and activities, but they have not been fully united under a shared agenda that is collectively planned, implemented, and evaluated. Therefore, the implementation of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency can be categorized as relatively successful from an institutional perspective, although further strengthening is required in the substantive aspects of collaboration to generate sustainable shared understanding and joint action.

Supporting and Inhibiting Factors of Collaborative Governance in Strengthening Children's Civil Rights and Freedoms in Bogor Regency

Based on the findings, the implementation of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency is influenced by several supporting and inhibiting factors that determine the quality of interactions and integration among actors. Supporting factors contribute to establishing collaborative foundations through previous cooperative experiences, leadership support, trust among actors, and institutional legitimacy. Conversely, inhibiting factors have prevented existing collaborations from developing into substantive and sustainable cross-sectoral collective actions. Therefore, identifying supporting and inhibiting factors is important to explain why collaborative governance has been implemented but remains dominated by administrative coordination patterns and has not yet fully achieved cross-sectoral integration.

- a. Supporting Factors of Collaborative Governance
 1. A history of cross-sectoral cooperation among actors.
 2. Leadership support for cross-sectoral coordination.
 3. Trust among actors developed through collaborative experiences.
 4. Formal legitimacy of collaborative governance.
- b. Inhibiting Factors of Collaborative Governance
 1. The dominance of administrative coordination patterns within collaboration.
 2. The suboptimal deliberative function of collaborative forums.
 3. Unequal involvement of non-governmental actors.
 4. Disparities in capacities and understanding among actors.

Based on the analysis, the supporting factors of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency include a history of cross-sectoral cooperation, leadership support, trust among actors, and formal institutional legitimacy. These four factors have established a relatively strong foundation for cross-sectoral coordination and collaboration in implementing the Child-Friendly Regency policy.

However, inhibiting factors remain more dominant in influencing the quality of collaboration that has been established. The predominance of administrative coordination patterns has caused collaborative forums to function more as mechanisms for reporting and program synchronization rather than as deliberative spaces for developing strategies and collective actions. This condition has resulted in the suboptimal functioning of collaborative forums, unequal participation of non-governmental actors, and persistent disparities in capacities and understanding among actors throughout the collaborative process.

Therefore, the primary challenge of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency no longer lies in the availability of regulations, institutional structures, or formal commitments among actors. Instead, the challenge lies in transforming administrative coordination patterns into collaboration that is more deliberative, participatory, and integrated. Strengthening the quality of

interactions, the functions of collaborative forums, equality of participation, and actors' capacities constitutes an essential prerequisite for ensuring that collaboration, which already possesses a strong institutional foundation, can evolve into sustainable cross-sectoral collective action.

Efforts to Overcome Collaborative Governance Barriers in Strengthening Children's Civil Rights and Freedoms in Bogor Regency

Based on the research findings, efforts to overcome barriers to collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency should be directed toward improving the quality of collaborative interactions among actors. The analysis indicates that the main obstacles no longer lie in regulations, institutional structures, or formal commitments, but rather in the continued dominance of administrative coordination patterns, the suboptimal deliberative function of collaborative forums, unequal involvement of non-governmental actors, and disparities in capacities and understanding among actors. Therefore, improvement efforts should focus on strengthening cross-sectoral coordination and communication, optimizing multi-stakeholder collaborative forums, increasing the involvement of non-governmental actors, and enhancing the capacities and understanding of all actors involved.

1. Strengthening Cross-Sectoral Coordination and Communication

Addressing these conditions requires strengthening the roles of key actors within the governance of the Child-Friendly Regency policy. The Regional Secretary, as the Chair of the Task Force, is responsible for ensuring the commitment and involvement of all regional agencies. Bapperida is responsible for integrating child protection agendas into regional planning and budgeting, while DP3AP2KB, as the Task Force secretariat, facilitates cross-sectoral coordination, monitoring, and evaluation. The roles of these three actors are essential to ensure that coordination extends beyond information exchange and effectively promotes program integration among organizations.

Coordination strengthening should be directed toward establishing more deliberative communication mechanisms oriented toward solving shared problems. Coordination and evaluation meetings should not only be used to report program achievements but also to formulate cross-sectoral action plans, align program priorities, integrate data and information, and agree upon collective follow-up actions. Strengthening these mechanisms is expected to transform existing administrative coordination patterns into collaborative processes capable of generating program synergies and collective action in fulfilling children's civil rights and freedoms in Bogor Regency.

2. Optimizing Multi-Stakeholder Collaborative Forums

Optimizing forum functions requires strengthening the roles of actors who hold strategic positions within the governance of the Child-Friendly Regency policy. The Regional Secretary, as Chair of the Task Force, has a central role in ensuring the commitment and participation of all regional agencies in every decision-making process. DP3AP2KB, as the Task Force secretariat, is responsible for managing forum agendas, facilitating dialogue among actors, and overseeing the implementation of agreed follow-up actions. Bapperida plays an important role in linking forum outcomes with regional planning and budgeting processes so that decisions do not remain at the discussion stage but can be implemented through cross-sectoral programs and activities. Beyond government institutions, Child Forums and academics should be provided with more substantive participation opportunities to incorporate children's perspectives and evidence-based support into every discussion.

Strengthening collaborative forums cannot be achieved solely by increasing the frequency of meetings but must be directed toward transforming forums from mere coordination platforms into multi-stakeholder deliberative arenas. Forum agendas should focus on discussing strategic issues, aligning program priorities, formulating joint action plans, and evaluating the implementation of agreed actions. Such a forum model will encourage actors not only to present sectoral reports but

also to actively participate in developing solutions and sharing responsibility for achieving common objectives. By strengthening these deliberative functions, collaborative forums are expected to evolve into mechanisms capable of building mutual understanding, reinforcing collective commitment, and generating cross-sectoral collective action to strengthen children's civil rights and freedoms in Bogor Regency.

3. Increasing the Involvement of Non-Governmental Actors

Efforts to strengthen participation should focus on actors who occupy strategic positions in implementing the Child-Friendly Regency policy. Child Forums should be provided with broader opportunities to express their aspirations and participate in program formulation and evaluation. Academics can strengthen policy quality through evidence-based studies and recommendations, while the media can expand public literacy and information transparency regarding children's rights. The business sector, through the Indonesian Association of Child-Friendly Companies (APSAI), should also be encouraged to build more active partnerships in supporting child rights fulfillment programs. In this context, Bapperida and DP3AP2KB play important roles in ensuring that inputs from various non-governmental actors become integral components of regional planning and decision-making processes.

Based on these conditions, increasing the involvement of non-governmental actors should be directed toward establishing more open and sustainable participation mechanisms. The involvement of various stakeholders should not be limited to the implementation stage but should begin with problem identification, continue through action plan formulation, and extend to program evaluation. In this way, non-governmental actors will no longer be positioned merely as complements to government programs but as partners with more equal roles and opportunities in supporting the fulfillment of children's civil rights and freedoms in Bogor Regency.

4. Enhancing the Capacity and Understanding of Actors

Capacity-building efforts should focus on actors with strategic roles in implementing the Child-Friendly Regency policy. DP3AP2KB, as the leading sector, should expand socialization programs and technical guidance on children's rights and KLA indicators for regional agencies, sub-district and village governments, and communities. The Population and Civil Registration Office (Disdukcapil) should strengthen public education regarding the importance of children's legal identity through various innovations in population administration services. Bapperida holds a strategic position in ensuring that capacity-building programs and child rights literacy initiatives are integrated into regional planning and cross-sectoral coordination. To broaden educational outreach, Child Forums and the media can be encouraged to become partners in disseminating information and strengthening child rights literacy within communities.

Based on these conditions, improving actors' capacities and understanding should be conducted continuously through socialization programs, technical guidance, public education, and integrated mentoring. These efforts are intended not only to increase knowledge about children's rights and the Child-Friendly Regency policy but also to establish a shared understanding of the roles and responsibilities of each actor within the collaborative process. Consequently, disparities in capacities among actors can be reduced, enabling participation to become more meaningful and strengthening cross-sectoral collaboration in fulfilling children's civil rights and freedoms in Bogor Regency.

Overall, the findings indicate that efforts to overcome collaborative governance barriers in strengthening children's civil rights and freedoms in Bogor Regency should focus on improving the quality of interactions among actors. Strengthening cross-sectoral coordination and communication is necessary to reduce the dominance of administrative work patterns, while optimizing collaborative forums should ensure that they function not only as reporting platforms but also as spaces for

deliberation and joint decision-making. At the same time, increasing the involvement of non-governmental actors and strengthening capacities and mutual understanding among actors are necessary to create more equal and meaningful participation. These four efforts are complementary and are intended to transform collaboration that has thus far been administrative and coordinative in nature into a more deliberative, participatory, and integrated mechanism for fulfilling children's civil rights and freedoms in Bogor Regency.

4. Conclusion

This study aimed to analyze collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency, identify its supporting and inhibiting factors, and formulate efforts that can be undertaken to overcome these barriers. Based on the findings and discussions presented previously, the following conclusions were drawn:

Collaborative Governance in Strengthening Children's Civil Rights and Freedoms in Bogor Regency

Collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency has been implemented through the involvement of government institutions, the business sector, academics, the media, civil society, and Child Forums in fulfilling children's rights to legal identity, participation, and access to information. Various supporting instruments, including regulations, the Child-Friendly Regency Task Force, cross-sectoral coordination forums, and collaborative documents such as the Child-Friendly Regency Regional Action Plan (RAD KLA) and the Bogor Regency Child Profile, have been established as the foundation for collaborative implementation. However, the findings indicate that collaborative governance has not yet been fully optimized because collaborative forums remain dominated by administrative coordination and reporting, while cross-sectoral program integration and multi-stakeholder involvement in decision-making have not been optimally implemented. Consequently, the existing collaboration remains at a coordinative stage and has not yet evolved into integrated and deliberative cross-sectoral collective action.

a. Starting Conditions Dimension

The starting conditions dimension indicates that the initial collaborative foundation has been established through experiences of cross-sectoral cooperation, support from regional policies, and the involvement of various stakeholders. However, limitations remain in the form of disparities in capacities, understanding, and access to services among actors, resulting in community participation that has not yet developed equally and remains predominantly reactive.

b. Institutional Design Dimension

The institutional design dimension demonstrates that institutional structures, regulations, and coordination forums have been formally established and provide role clarity for all actors involved. Nevertheless, the effectiveness of the institutional design remains suboptimal because collaborative forums function more as mechanisms for administrative coordination and reporting rather than as deliberative spaces for developing agendas, strategies, and joint decision-making. Consequently, cross-sectoral program integration and multi-stakeholder participation in policymaking processes remain relatively limited.

c. Facilitative Leadership Dimension

The facilitative leadership dimension indicates that regional leadership has contributed to establishing institutional legitimacy, strengthening cross-sectoral commitment, and sustaining collaboration. However, leadership effectiveness remains more prominent in coordination and policy support than in integrating programs and expanding sustainable multi-stakeholder participation.

d. Collaborative Process Dimension

The collaborative process dimension indicates that communication, trust, commitment, and various joint activities have developed to support the strengthening of children's civil rights and freedoms. However, the collaborative process remains largely oriented toward administrative coordination, achievement reporting, and sectoral program implementation. As a result, it has not yet fully evolved into a deliberative process characterized by inter-actor dialogue, the development of shared understanding, and the formulation of integrated and sustainable cross-sectoral solutions and joint actions.

Overall, collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency has established a relatively strong foundation across the dimensions of starting conditions, institutional design, facilitative leadership, and collaborative process. However, collaboration has not yet fully evolved into an integrated and sustainable mechanism for cross-sectoral collective action. The primary issue no longer lies in the availability of regulations, institutional structures, or formal commitments but rather in the continued dominance of administrative governance patterns, particularly within the institutional design and collaborative process dimensions. Consequently, collaborative forums have not yet functioned optimally as deliberative spaces for building shared understanding and cross-sectoral joint action.

Supporting and Inhibiting Factors of Collaborative Governance

Collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency is influenced by various factors that explain both why collaboration has been established and why it has not yet optimally developed into integrated cross-sectoral collective action. These factors consist of supporting and inhibiting elements that influence the quality of collaborative interactions among actors in implementing Cluster I of the Child-Friendly Regency policy.

a. Supporting Factors of Collaborative Governance

Based on the findings, the factors supporting collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency include: (1) a history of cross-sectoral cooperation among actors, (2) leadership support for cross-sectoral coordination, (3) trust among actors developed through collaborative experiences, and (4) the formal legitimacy of collaborative governance. These four factors indicate that collaboration has been supported by relatively strong institutional and relational capital in the form of previous cooperative experiences, leadership capable of maintaining cross-sectoral coordination, trust developed through collaboration, and regulatory and institutional support that provides role certainty among actors. These conditions enable cross-sectoral coordination and collaboration to continue supporting the fulfillment of children's civil rights and freedoms.

Therefore, these supporting factors constitute collaborative capital that explains the establishment of the collaborative governance foundation in strengthening children's civil rights and freedoms in Bogor Regency. The existence of this foundation enables various actors to remain connected in cross-sectoral coordination and collaboration processes despite having different roles, authorities, and interests.

b. Inhibiting Factors of Collaborative Governance

Based on the findings, collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency continues to face several barriers, namely: (1) the dominance of administrative coordination patterns within collaboration, (2) the suboptimal deliberative function of collaborative forums, (3) unequal involvement of non-governmental actors, and (4) disparities in capacities and understanding among actors.

These barriers indicate that the existing collaboration has not yet fully evolved into a joint working mechanism capable of integrating the resources, knowledge, and interests of all actors into a collective agenda that is jointly formulated, implemented, and evaluated. Consequently, interactions among actors continue to occur primarily through administrative coordination, information exchange, and sectoral program implementation rather than through deliberative processes that generate shared understanding, commitment, and cross-sectoral collective action.

Therefore, the main challenge of collaborative governance in strengthening children's civil rights and freedoms in Bogor Regency no longer lies in establishing institutional structures, regulations, or formal commitments among actors, but rather in transforming existing coordinative relationships into collaborative interactions capable of generating shared understanding, collective ownership of goals, and cross-sectoral collective action. This condition demonstrates that the success of collaborative governance is determined not only by the existence of collaborative institutions but also by the quality of interactions that enable all actors to participate equally in achieving common goals.

Efforts to Overcome Collaborative Governance Barriers

Efforts to overcome collaborative governance barriers in strengthening children's civil rights and freedoms in Bogor Regency can be undertaken through four main strategies. First, strengthening cross-sectoral coordination and communication by optimizing coordination meetings, integrating data, and formulating joint action plans to prevent programs from being implemented in isolation. Second, optimizing multi-stakeholder collaborative forums by strengthening the role of the Child-Friendly Regency Task Force as a space for dialogue, interest alignment, and joint decision-making among actors. Third, increasing the involvement of non-governmental actors by expanding the roles of Child Forums, academics, the media, the business sector, and communities in program planning, implementation, and evaluation. Fourth, enhancing actors' capacities and understanding through continuous socialization, technical guidance, and education regarding children's rights, Child-Friendly Regency indicators, and the roles of each actor in collaborative processes.

These four strategies directly respond to the barriers identified in this study, namely the dominance of administrative coordination patterns, the suboptimal deliberative function of collaborative forums, unequal involvement of non-governmental actors, and disparities in capacities and understanding among actors. Strengthening these four aspects is necessary to ensure that the institutional foundations and collaborative commitments already established in Bogor Regency can evolve into a more integrated, inclusive, and sustainable collaborative mechanism for supporting the fulfillment of children's civil rights and freedoms.

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