

**THE CRITICAL SUCCESS FACTORS OF HIV/AIDS PREVENTION
COLLABORATION IN DKI JAKARTA**

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ABSTRACT

The purpose of this research is to comprehend and elucidate the collaborative governance phenomenon in the HIV/AIDS prevention program in DKI Jakarta, as well as to examine and evaluate the factors contributing to the collaboration's success among the various stakeholders involved. The research employed a qualitative method with a descriptive analysis approach, gathering data through focus group discussions and in-depth interviews. The research discovers that the factors influencing the collaboration's success include networked structure, commitment to a common purpose, trust among participants, governance, access to authority, responsibility, information sharing, and resource accessibility. The research also discloses that the HIV/AIDS prevention program in DKI Jakarta uses a formal communication mechanism through official letters and an informal one through WhatsApp groups. KPAP DKI Jakarta is responsible for providing sufficient resources, such as financial, technical, and human resources, to support the HIV/AIDS prevention program. The research suggests that enhancing these factors is essential to improve the effectiveness of collaborative governance in the HIV/AIDS prevention program in DKI Jakarta.

INTRODUCTION

Collaborative governance is a form of governance in which public institutions engage non-state actors directly in decision-making processes that are formal, consensual, and deliberative, intending to create or implement public policies or manage public programs and assets (Ansell & Gash, 2008). This method has been used in various sectors, such as environment, health, education, transportation, and others, and is effective in enhancing policy implementation and offering more sustainable solutions to social and environmental issues (Arslan et al., 2021).

In Indonesia, collaborative governance has also been applied, especially in DKI Jakarta, in a program to fight HIV/AIDS (Fauzi & Rahayu, 2019). The program involves different stakeholders, including the government, private sector, academics, public, and mass media. Implementation of the program entails processes for policy development, implementation of HIV/AIDS prevention programs, and program evaluation.

Despite the involvement of various stakeholders, the HIV/AIDS Prevention program has encountered challenges in achieving the desired outcomes. The DKI Jakarta Government

has failed to achieve the target of Three Zero Cases, a target established by UNAIDS (Ssekalembe et al., 2020). According to data from the Ministry of Indonesian Health (2021), as of June 2022, the number of HIV cases in DKI Jakarta reached 90,958, representing an increase from 77,000 cases in 2020 and 84,000 cases in 2021. Additionally, the number of HIV-related deaths in DKI Jakarta increased from 2,877 in 2020 to 3,500 in 2022. The primary risk factors for HIV/AIDS in DKI Jakarta include heterosexual sexual relationships (41%), followed by homosexual sexual relationships (15%), commercial sex work (11%), and drug use (8%) (Kemenkes, 2021).

The DKI Jakarta Government has established targets aligned with the global objectives set by the UNAIDS, referred to as 95-95-95, meaning that 95% of people living with HIV are aware of their status, 95% of those aware of their status receive antiretroviral treatment, and 95% of those receiving antiretroviral treatment achieve low viral loads (UNAIDS, 2014). However, the results obtained so far have not met these targets. According to data from KPAP DKI Jakarta (2020), only 43% of people living with HIV were informed of their status in 2019, 39% of them received antiretroviral treatment, and 28% of those who received antiretroviral treatment achieved low viral loads (Fauzi & Rahayu, 2019).

One of the factors that could affect the success of achieving the 95-95-95 targets is the quality and effectiveness of collaborative governance implemented by various actors in the HIV/AIDS prevention program (Bafadal et al., 2021). Collaborative governance requires good communication, coordination, and collaboration among government, NGOs, and the public in planning, implementing, and evaluating policies and programs related to HIV/AIDS (Ansel & Gash, 2008).

In addition to research by Amy Yayuk & Reza Fauzi (2019) and Qureshi et al. (2021), which explored and analyzed the role of different

stakeholders in the collaborative governance of the HIV/AIDS prevention program in DKI Jakarta, this study aims to offer a thorough understanding of the factors that impede and facilitate the success of collaborative governance in reducing HIV/AIDS cases in DKI Jakarta. This study will also contribute to advancing the collaborative governance concepts by broadening the range of stakeholders involved and assessing the integrated collaborative governance model created by Emerson, Nabatchi, and Balogh (2012) in the context of HIV/AIDS prevention programs in DKI Jakarta.

THEORETICAL FRAMEWORK

Collaborative governance in public policy and administration has emerged as a pivotal concept that promotes a cooperative system involving various stakeholders, including government, private sector, and community, in planning, decision-making, and implementation to achieve democratic and effective policy outcomes (Ansel & Gash, 2008; Ansel & Torfing, 2018; Erik Hysing, 2020). This approach, evolving over decades, is recognized for its role in fostering a more democratic government paradigm and is increasingly used as a foundation for governments to execute tasks with multi-sectoral collaboration, enhancing the efficacy of policy processes (Emerson et al., 2011; Ashaye & Irani, 2019).

The involvement of these actors together contributes to decision-making that has a broad impact and reflects the spirit of justice and participation in carrying out government tasks (Ansell & Gash, 2008). Thus, collaborative governance has become a strong foundation for strengthening the relationship between the government and its stakeholders to achieve common goals in carrying out policies that are more inclusive and oriented to the public interest. Moving toward the collaboration process requires building trust among stakeholders, developing the same frequency, developing resources, as well as developing capacity and

leadership in supporting the success of the collaboration carried out (Ansell & Gash, 2008; Bryson, Crosby, & Stone, 2006).

The implementation of collaboration is certainly not easy because there are complexities that affect its success (Shulha et al., 2016). The success of collaboration is the final result of the process of interaction and cooperation between various parties who have a common goal, which is characterized by the level of achievement of goals, quality of results, and satisfaction of members (Huang et al., 2021). Junaedi et al. (2020) stated in their research findings that several factors affect the execution of collaboration. These factors are also considered to be a benchmark for successful collaboration and a criterion for evaluating the performance of collaborative governance, such as network structure, commitment to a common purpose, trust among participants, governance, access to authority, responsibility, information sharing, and resource accessibility. These factors are derived from the DeServe (2007) model, which integrates structural, relational, and procedural aspects of collaboration.

1. **Networked Structure** This factor describes the presence of a minimum interest between two institutions and the physical components of the network that will be managed.
2. **Commitment to a Common Purpose** The main motivation for the network's existence is the actors' commitment and interest in attaining a common goal.
3. **Trust Among Participants** Trust in this case is based on a relationship that is well-built both professionally and socially. This trust relies on the information and efforts provided by other actors in the collaboration process.
4. **Governance** In this factor, a clear structure is required regarding who will participate. The clarity of this governance structure will also establish a clear line of relationship that will foster trust among the actors, confirm the boundaries of participation, provide transparency of the rules of the game, and

offer a clear vision of how the collaboration will proceed.

5. **Access to Authority** This factor involves the existence of a provision or standard procedure that has been collectively set or agreed upon by the stakeholders.
6. **Responsibility** To assign responsibility to the actors involved, a division of tasks that has been mutually agreed upon is needed.
7. **Information Sharing** To safeguard privacy and provide convenience for the actors involved in performing their tasks, information sharing is necessary, including easy access to the information.
8. In this factor, the availability of resources is crucial to achieving a common goal. Therefore, in this case, there must be clarity regarding how many resources are accessible to each actor involved.

METHODS

The study employed qualitative descriptive research methods to analyze the collaborative process and factors influencing the collaboration dynamics of HIV/AIDS prevention in DKI Jakarta. The choice of this method was aligned with the research objectives, which aimed to understand and explain the phenomenon of collaborative governance in the context of HIV/AIDS prevention programs in DKI Jakarta and to identify and analyze factors that affect the success of collaboration among various stakeholders involved (Creswell, 2014). The research methods included focus group discussions (FGD) and in-depth interviews (Krueger & Casey, 2015).

The key informants in the study were selected using a purposive method, with criteria such as having sufficient knowledge and experience in HIV/AIDS prevention programs in DKI Jakarta, willingness to participate and provide necessary information, and availability for follow-up (Yin, 2018). The key informants included:

Table 1. Key Informants

No.	Informant	Data Collection Method
1.	Head of Family Welfare Service Center	In-depth Interview
2.	Foundation Program Manager of Yayasan Pesona Jakarta	
3.	Foundation Responsible Person of Yayasan Kharisma	
4.	Member of Warga Peduli AIDS	
5.	Member of ODHIV Berdaya	
6.	Head of Duta GenRe DKI Jakarta	
7.	Sub. Coordinator of Public Information Management of Berita Jakarta	
8.	Reporter of Republika Media	
9.	DKI Jakarta HIV/AIDS Prevention Commission Head of Support and Service and Prevention	Focus Group Discussion
10.	Staff of HIV/AIDS Prevention Promotion DKI Jakarta Prevention Commission	
11.	Staff of Monitoring and Evaluation of Program Development DKI Jakarta HIV/AIDS Prevention Commission	
12.	Staff of Support and Service DKI Jakarta HIV/AIDS Prevention Commission	
13.	Staff of Expert Team DKI Jakarta HIV/AIDS Prevention Commission	

Source: processed by the authors

To ensure the data's relevance, validity, and reliability, triangulation was performed using various sources. This involved contrasting the opinions of one stakeholder with those of other stakeholders on the same matter and comparing FGD and in-depth interview data (Flick, 2018). Moreover, triangulation of data was accomplished using different methods, by integrating data from documents, reports, and publications related to HIV/AIDS prevention programs in DKI Jakarta (Flick, 2018).

DISCUSSION

The implementation of collaboration in the HIV/AIDS prevention program in DKI Jakarta is currently based on a legal framework, specifically Regulation No. 5 of 2008 on HIV/AIDS Prevention and Governor Regulation No. 231 of 2018 on the DKI Jakarta AIDS Prevention Commission. Based on the findings, The HIV/AIDS prevention program in DKI Jakarta involves various actors who play significant roles in achieving objectives.

The KPAP DKI Jakarta, as a governmental entity, acts as a policy maker by establishing and evaluating policies and strategic directions for the program. Universitas Yarsi serves as an academic institution, providing research and data to support effective policy-making. NGOs such as Yayasan Pesona Jakarta and Yayasan Kharisma, representing the private sector, function as implementers, applying the program on the ground. Community organizations like ODHIV, Warga Peduli AIDS, and Duta GenRe DKI Jakarta are the targeted individuals and are actively involved in advocacy and socialization. Meanwhile, Media Berita Jakarta and Media Republika, as mass media outlets, serve as evaluators by monitoring and reporting the program's progress to the public and providing feedback for program improvement.

However, the existing legal framework does not cover all stakeholders involved, and it was established without considering critical changes due to the COVID-19 pandemic. Consequently, the implementation of collaboration in the HIV/AIDS prevention program in DKI Jakarta is suboptimal. This is evident from the program's performance achievement of only 85% during the 2020-2022 period. Hence, the factors influencing the success of collaboration implementation can be explained through the following indicators.

Networked Structure

Network structure is crucial for measuring the effectiveness of stakeholder collaboration, which includes coordination, communication, and information sharing (Emerson et al., 2012). Theoretically, a clear and well-defined network structure should enhance the collaborative process, as it delineates roles, responsibilities, and communication channels among stakeholders (Provan & Kenis, 2008).

In the case of DKI Jakarta's HIV/AIDS prevention program, the lack of a clear network structure for all stakeholders, as indicated by reliance on Governor Regulation No. 231 of 2018, suggests a gap between theory and practice. While each stakeholder has an internal structure supporting their efforts, the absence of a specialized structure within the mass media for health sector planning indicates a missed opportunity for leveraging their expertise in policy formulation.

The theoretical framework suggests that a more integrated network structure could facilitate better policy outcomes by ensuring effective engagement of all stakeholders, including the mass media, in the planning process (Ansell & Gash, 2008). Therefore, the findings highlight the need for a more cohesive network structure aligned with the theoretical ideal of collaborative governance, which potentially improves the overall efficacy of the HIV/AIDS prevention program in DKI Jakarta.

Commitment to a Common Purpose

Commitment to a common purpose is identified as a critical success factor in collaborative efforts (Ansell & Gash, 2008). Theoretically, strong commitment from decision-makers should translate into consistent engagement in planning and evaluation processes, ensuring stability and continuity in coordination activities (Vesely & Petrušek, 2021).

However, the observed frequent changes in representatives within the HIV/AIDS prevention program's coordination activities

suggest a deviation from this theoretical ideal. This inconsistency likely disrupts the flow of information to decision-makers, undermining the program's effectiveness. The implication is that the HIV/AIDS prevention policy may not be receiving the prioritization it requires from the local government. This analysis underscores the need for sustained commitment at the decision-making level to align the program's execution with its intended outcomes, thereby elevating the policy's priority within the local government's agenda.

Trust Among the Participants

Trust among participants is pivotal for effective collaboration, impacting the quality of communication, coordination, and cooperation (Awasty et al., 2020). Theoretically, trust facilitates open information sharing and a robust communication mechanism, which are essential for the success of collaborative initiatives (Alshwayat et al., 2021).

In practice, however, the HIV/AIDS prevention program in DKI Jakarta faces challenges in fostering trust among all stakeholders. While there is evidence of mutual trust and commitment through the sharing of performance information, the limited exchange of information—predominantly between KPAP Province of DKI Jakarta and select stakeholders—indicates a trust deficit. This barrier hinders the establishment of a fully open communication mechanism, thereby affecting the program's overall efficacy.

Addressing these obstacles requires building a stronger foundation of trust across all stakeholders, which can be achieved through consistent transparency, accountability, and engagement. By aligning the program's communication practices with the theoretical understanding of trust in collaborative governance, there is potential to enhance stakeholder relationships and improve the program's outcomes.

Governance

Governance serves as a measure of the government's role and influence in collaborative processes, encompassing regulation, facilitation, and evaluation (Emerson et al., 2012). Theoretically, effective governance should balance authority with participatory engagement from all stakeholders (Namatama, 2020). In the implementation of the HIV/AIDS prevention program, KPAP DKI Jakarta is central to the policy formulation process due to its authoritative role in monitoring, facilitating, and evaluating the program. While KPAP DKI Jakarta's involvement in signing cooperation agreements with various stakeholders signifies a commitment to collaboration, the current governance structure exhibits a top-down approach. This limits the participatory space for other stakeholders, leading to a potential imbalance of power and dependency.

A more nuanced governance approach would involve a shift towards a more inclusive and horizontal collaboration, allowing for equitable participation in policy formulation and implementation. Such a shift would align with the theoretical principles of collaborative governance, potentially leading to more balanced power dynamics and a more effective HIV/AIDS prevention program.

Access to Authority

Access to authority is an indicator that measures the extent of authority and influence held by each stakeholder in the collaborative process, including aspects of policy formulation, implementation, and evaluation (Emerson et al., 2012). This access is not only crucial in the policy context but also closely related to access to data required in HIV/AIDS prevention efforts. In this case, KPAP DKI Jakarta holds access to authority. However, during the collaborative implementation process, all stakeholders can share or access the necessary data through a databank provided by KPAP DKI Jakarta.

From a power theory perspective, the ownership of access to authority by KPAP DKI Jakarta can be seen as a form of resource control, allowing them to influence decision-making processes and the outcomes of collaboration. If not managed properly, this can lead to an imbalance in the distribution of power and hinder the full participation of other stakeholders. Therefore, KPAP DKI Jakarta must ensure that access to data and decision-making processes remains open and inclusive. Furthermore, the concept of open information access can enhance transparency and strengthen trust among stakeholders, which is a vital element in collaboration theory. By providing a databank, KPAP DKI Jakarta has taken a positive step in supporting information access. However, to maximize the potential of collaboration, there needs to be stronger mechanisms to ensure that participation and input from other stakeholders are not limited to the consultation and coordination stage but also actively involve them in the decision-making process.

Responsibility

Responsibility is a multifaceted indicator within collaborative processes, reflecting the degree to which stakeholders are accountable for their roles, including commitment fulfillment, performance monitoring, and problem resolution (Emerson et al., 2012). In the context of HIV/AIDS prevention in DKI Jakarta, KPAP DKI Jakarta embodies this indicator through its oversight and evaluative functions, coordinating with 23 entities from government agencies (SKPD) and non-governmental organizations (NGOs). This coordination is crucial as it ensures that all parties are aligned with the program's objectives and are effectively contributing to its success.

Yarsi University, as a research partner, contributes by providing empirical data and analyses, which are essential for understanding the dynamics of HIV/AIDS in the region. This information is not only critical for assessing the current situation but also for forecasting trends

and evaluating the impact of interventions. Theoretical frameworks from existing literature, such as the Diffusion of Innovations theory, can be applied to understand how Yarsi University's research influences policy and practice within the collaborative network. Health service providers like Pesona Jakarta Foundation and Kharisma Foundation play a pivotal role by directly addressing the needs of ODHIV and at-risk populations. Their work is grounded in the Public Health Model of Care, which emphasizes the importance of accessibility, comprehensiveness, and coordination of health services.

Community representatives, including Warga Peduli AIDS, GenRe Ambassadors of DKI Jakarta, and ODHIV, embody the principle of community-based participatory research (CBPR). They serve as advocates, volunteers, and agents of change, ensuring that the voices of those affected by HIV/AIDS are heard and that interventions are culturally appropriate and community-specific. Lastly, media partners like Jakarta's Official Media and Republika Media disseminate educational messages and social campaigns, a responsibility that aligns with the Communication for Behavioral Impact (COMBI) framework. This approach leverages strategic communication to promote behavior change and enhance public awareness about HIV/AIDS.

Information Sharing

Information Sharing is a critical indicator in collaborative efforts, gauging the effectiveness of open, transparent, and accurate dissemination of pertinent information among stakeholders. This encompasses the availability, quality, and accessibility of the shared data (Emerson et al., 2012). The significance of information sharing lies in its capacity to enhance the synergy of collaborative endeavors. The mechanism of communication, as posited by Ansell & Gash (2008), is a tangible manifestation of this indicator.

In the implementation of HIV/AIDS prevention programs in DKI Jakarta, the communication mechanism is dual-faceted: formal and informal. Formally, regional work meetings are convened through official correspondence, ensuring structured dialogue and decision-making. Informally, WhatsApp groups serve as dynamic platforms for real-time interaction among stakeholders. These groups include representatives from each involved party, fostering a sense of community and immediacy in communication. Through these mechanisms, stakeholders are kept abreast of the evolving situation, policy updates, program developments, and performance metrics related to HIV/AIDS prevention efforts in DKI Jakarta. The efficacy and efficiency of this communication ensure that all parties are informed and can respond promptly to emerging needs and challenges.

Access to Resources

Access to resources is a measure that shows the availability and necessity of resources to assist the collaboration process, including financial, technical, and human aspects (Emerson et al., 2012). Access to resources is very essential to ensure the continuity and durability of the HIV/AIDS prevention program (Siregar et al., 2021). On the Access to Resources measure, KPAP DKI Jakarta provides sufficient resources in the initial stages of developing the HIV/AIDS prevention program in DKI Jakarta. This is achieved by engaging stakeholders, such as HIV/AIDS NGOs in DKI Jakarta, academics, the AIDS care community, and mass media. Moreover, KPAP DKI Jakarta also provides financial, technical, and human resources during the execution and assessment process of the HIV/AIDS prevention program in DKI Jakarta. For instance, Emerson et al. (2012) emphasize the importance of adequate resources in cross-sector collaboration to address complex social issues like HIV/AIDS. This aligns with KPAP DKI Jakarta's practice of involving various

stakeholders and providing comprehensive resources.

Financial resources, in the form of special allocation funds (DAK) and grant funds, are allocated for the HIV/AIDS prevention program in DKI Jakarta. Technical resources in the form of equipment, infrastructure, and information technology, are utilized to support the HIV/AIDS prevention program in DKI Jakarta. Human resources, including experts, facilitators, and volunteers, actively participate in the HIV/AIDS prevention program in DKI Jakarta. Resource management theory suggests that effective resource allocation can enhance the efficiency and effectiveness of programs (Armstrong & Taylor, 2023). This is evident in KPAP DKI Jakarta's allocation of DAK and grant funds, indicating an effort to optimize financial resources in support of the HIV/AIDS prevention program.

From a human resource perspective, human capital theory (Holden & Biddle, 2017) illustrates how investments in education and training can improve the performance of both individuals and organizations. The KPAP DKI Jakarta implements this principle by engaging trained experts, facilitators, and volunteers in the HIV/AIDS prevention program.

CONCLUSION

The current collaboration in the HIV/AIDS prevention program in DKI Jakarta is ineffective due to several factors that affect the collaboration's success among various stakeholders. These factors include a vague network structure that does not encompass all stakeholders involved in the HIV/AIDS prevention program in DKI Jakarta and the absence of a specific mass media structure related to the health sector or involving experts in planning. Moreover, there is low commitment from decision-makers to be directly engaged in the planning and evaluation process, and the local government's low priority for the HIV/AIDS prevention policy in DKI Jakarta. The

third factor is the trust deficit among the stakeholders involved in the collaboration, and the lack of open and transparent information sharing among them. During the execution of the collaboration, it was noted that the government's role remained top-down and did not allow sufficient involvement of other stakeholders in the policy formulation and implementation process. Additionally, there is a power and dependence imbalance between the government and other stakeholders in the collaboration. The next factor is the authority access is still controlled by KPAP DKI Jakarta, and there is a shortage of data access necessary for the HIV/AIDS prevention effort.

Furthermore, responsibility and accountability are not equally distributed among stakeholders involved in the collaboration, leading to ineffective performance evaluation and problem-solving. Additionally, information sharing is suboptimal due to ineffective and inefficient communication mechanisms, as well as the lack of availability, quality, and accessibility of information relevant to the collaboration's objectives. Insufficient resource access is also a challenge, attributed to the scarcity of financial, technical, and human resources required to support the collaboration process. Therefore, it is essential to enhance and increase these factors to improve the operation and efficiency of collaboration in the HIV/AIDS prevention program in DKI Jakarta.

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