

Collaborative Governance in Handling Industrial Relations in the Manpower Department of West Bandung Regency

Winston Karunna

Faculty of Social and Political Sciences, Langlangbuana University, Bandung

Article Info

Article history:

Received: 31 July 2025

Publish: 1 November 2025

Keywords:

Collaborative Governance Regime (CGR); Ethical Leadership; Human Resource Management; Public Service.

Abstract

This study investigates the application of Collaborative Governance in managing industrial relations at the West Bandung Regency Manpower Service, focusing on the district's efforts to create harmonious relations between workers and employers amidst its evolving social and economic environment. The main objective of the research is to assess the effectiveness of collaboration among government, employers, and labor unions in resolving industrial disputes, while identifying the key factors that impact the success of such collaborations. Employing a Collaborative Governance approach for human resource management, the research highlights the importance of involving multiple stakeholders in policy formulation and problem-solving, emphasizing transparency, trust-building, and open communication. The study evaluates the mediation mechanisms utilized by the Manpower Service, identifying both strengths and challenges such as power imbalances, limited resources, and varying levels of stakeholder engagement. Results indicate that while the implementation of collaborative processes has led to some improvements in industrial dispute resolution, challenges remain in ensuring equitable participation from all parties. The findings suggest that refining collaborative models could lead to more effective conflict resolution, fostering long-term stability in industrial relations. Ultimately, this research aims to provide valuable insights into how Collaborative Governance can enhance worker welfare, improve employer-employee relations, and contribute to the region's economic resilience.

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Corresponding Author:

Winston Karunna

Faculty of Social and Political Sciences, Langlangbuana University, Bandung

winston.karunna.s3@unla.ac.id

1. INTRODUCTION

Industrial relations, the dynamic interplay between workers, employers, and government institutions, form the backbone of a functioning economy and are pivotal to ensuring fair, productive, and sustainable work environments. In the rapidly developing regions of Indonesia, such as West Bandung Regency, industrial relations face distinct challenges due to the region's fast-paced economic growth, industrial diversification, and the increasing complexity of social and political dynamics. As industries such as manufacturing, textiles, and services continue to expand, the number of disputes arising from issues like wage inequality, job security, and unfair dismissal also rises, often putting a strain on existing conflict resolution frameworks. This necessitates the search for more comprehensive, inclusive, and collaborative solutions.

Traditionally, the management of industrial disputes in Indonesia has largely relied on formal mediation by governmental bodies and legal frameworks such as the Indonesian Labor Law. While these methods have been essential in addressing some conflicts, they

often fail to effectively resolve more complex and prolonged disputes, particularly when power imbalances, lack of trust, or resource constraints are at play. In this light, Collaborative

Governance offers a promising alternative. Rooted in principles of inclusion, transparency, and mutual respect, Collaborative Governance emphasizes the active participation of all stakeholders, including government agencies, employers, labor unions, and the wider community, in formulating and implementing policies and solutions.

The West Bandung Regency has taken steps towards incorporating Collaborative Governance as a key strategy in managing its industrial relations. The local Manpower Service, in particular, has endeavored to establish a framework that not only facilitates conflict resolution but also aims to build stronger, more transparent relationships among employers, employees, and government bodies. This framework involves the creation of bipartite and tripartite forums, where dialogue is prioritized, and decisions are made collaboratively, ensuring that the perspectives and needs of all parties are heard and addressed. However, despite its potential, the implementation of Collaborative Governance in industrial relations within this context has encountered several challenges, including uneven power dynamics, insufficient participation from certain stakeholders, and limited resources allocated for mediation and enforcement.

This paper delves into the application of Collaborative Governance within the industrial relations system in West Bandung Regency, with a particular focus on the roles played by the Dinas Ketenagakerjaan (Manpower Service). The study aims to evaluate the effectiveness of this approach in resolving disputes and fostering long-term industrial peace. By examining key factors such as stakeholder involvement, communication strategies, trust-building, and the outcomes of collaborative mediation, this research seeks to identify both the strengths and limitations of the model.

Through an empirical analysis of the collaborative processes in place, this paper explores how these governance mechanisms influence the resolution of industrial disputes, particularly in the context of a growing industrial economy. Furthermore, it will examine how external factors such as local political climate, regulatory frameworks, and socio-economic challenges intersect with Collaborative Governance practices, ultimately affecting their success or failure. This research's findings are expected to offer a detailed understanding of the viability of Collaborative Governance as a mechanism for managing industrial relations and contribute to broader discussions on governance practices in public administration.

Ultimately, this study aims to provide valuable insights not only for the West Bandung Regency but also for other regions facing similar challenges in industrial relations. By identifying the conditions necessary for successful collaboration and recognizing the barriers that hinder effective engagement, the paper hopes to inform the development of more effective and inclusive governance models. These models could, in turn, contribute to the long-term welfare of workers, the stability of industries, and the broader economic prosperity of regions navigating complex industrial relations landscapes.

Despite the significant role that Collaborative Governance plays in enhancing industrial relations, there exists a notable gap in the existing body of literature regarding its practical application within the Indonesian context, particularly in the management of industrial relations disputes. While various studies have explored Collaborative Governance in sectors such as natural resource management, urban planning, and public health, there is a dearth of empirical research focused on its application in industrial relations. Furthermore, the specific challenges faced by local government institutions, such as the West Bandung Regency Manpower Service, in implementing such frameworks remain underexplored. The research on how Collaborative Governance mechanisms function within local governmental

settings, and how they affect industrial peace in regions experiencing rapid industrial growth and socioeconomic change, is sparse. This gap presents a clear opportunity to investigate the real-world application and impact of these models, particularly within the context of a developing economy like Indonesia.

One critical lens through which the study of industrial relations can be viewed is the *das sollen–das sein* dichotomy. The *das sollen* concept refers to the ideal state of industrial relations, where harmonious cooperation and mutual respect exist between workers, employers, and the government. In this idealized framework, industrial disputes are resolved through collaborative efforts, fostering stability, equity, and shared economic prosperity. The *das sein*, on the other hand, represents the current reality, where industrial relations often face conflict, inequity, and a lack of effective communication between stakeholders. In West Bandung Regency, the reality of industrial relations frequently involves disputes over wages, job security, and working conditions, highlighting a significant gap between the ideal state (*das sollen*) and the actual state (*das sein*). This discrepancy underscores the need for more robust and participatory approaches like Collaborative Governance to bridge the gap and ensure more effective dispute resolution and policy implementation.

The legal landscape further compounds this gap. While Indonesian labor laws, such as Law No. 13/2003 on Manpower and Law No. 2/2004 on Industrial Relations Disputes Settlement, provide a framework for industrial relations, they are often seen as inadequate for addressing the complexities of modern industrial disputes. The laws prescribe mediation, conciliation, and arbitration mechanisms; however, these legal avenues are often overburdened and can be slow, with limited enforcement power. Furthermore, these laws do not explicitly advocate for the collaborative, multi-stakeholder approach needed to address systemic issues such as power imbalances, trust deficits, and unequal access to resources among parties in industrial disputes. The absence of clear guidelines for implementing Collaborative Governance at the local level leaves a gap in practice, limiting the effectiveness of legal mechanisms in resolving industrial conflicts in a timely and equitable manner.

The importance of this research becomes evident in the context of these gaps. As industrial disputes continue to rise in West Bandung Regency, largely due to rapid industrialization and a diversifying workforce, there is an urgent need to explore more effective solutions to industrial conflict management. Collaborative Governance presents a promising alternative to traditional conflict resolution models, but its practical applicability in this context has yet to be fully examined. This research will fill this gap by critically assessing how Collaborative Governance can be effectively implemented in the region's industrial relations framework, thereby contributing to the resolution of conflicts and the establishment of more stable, equitable, and productive industrial relations.

The research aims to address several key issues that are central to understanding the gap between the ideal and actual practices in industrial relations. These issues include the lack of effective participation from all stakeholders, insufficient communication mechanisms, power imbalances among employers, employees, and government agencies, and the limited capacity of the current legal and governance systems to manage these conflicts. Identifying these issues and exploring the potential of Collaborative Governance to address them will lead to a more nuanced understanding of how such models can be tailored to local needs, ensuring not only theoretically sound but also practically effective in real-world settings.

Thus, the identification of these gaps—both in literature and in practice—forms the foundation of the problem this research seeks to address. By exploring the current limitations of the industrial relations system and identifying the ways in which Collaborative Governance can provide a more inclusive, participatory, and effective framework, the study will contribute to the development of more comprehensive solutions to industrial disputes

in West Bandung Regency. Ultimately, the research will serve as a guide for policymakers, labor organizations, and employers in creating more resilient, sustainable, and harmonious industrial environments, addressing the pressing issues that continue to hinder the realization of *das sollen* in industrial relations.

2. METHODS

This study adopts a descriptive qualitative approach to explore the implementation of Collaborative Governance in managing industrial relations at the West Bandung Regency Manpower Office. The primary analytical framework employed is the Collaborative Governance Regime (CGR), as conceptualised by Emerson, Nabatchi, and Balogh (2012), comprising four key components: collaboration drivers, interactive dynamics, joint actions, and resulting outcomes. Data were collected through a triangulated method involving participant observation, semi-structured interviews, and document analysis. Observations were conducted passively within bipartite and tripartite forums to capture contextual practices, while interviews with government officials, union representatives, and employers utilised a flexible guide to ensure depth and consistency. Document analysis included policy papers, reports, and meeting records to corroborate and expand upon field data. Thematic analysis was applied through stages of familiarisation, initial coding, theme construction, refinement, and final interpretation, with findings mapped onto the CGR framework. Ethical standards were maintained by securing informed consent, anonymising respondent identities, and ensuring impartiality throughout. While the study's contextual focus and purposive sampling limit generalisability, its rich qualitative insights and methodological triangulation offer valuable contributions to understanding collaborative mechanisms in local industrial relations and inform the development of inclusive and sustainable governance practices.

3. RESULTS AND DISCUSSION

3.1 RESULTS

This section presents the findings of the research entitled Collaborative Governance in Handling Industrial Relations in the Manpower Department of West Bandung Regency and discusses the implications of these findings in the context of Collaborative Governance (CGR) in industrial relations management. The research aimed to explore the effectiveness of CGR in resolving industrial disputes, evaluating stakeholder collaboration, and identifying the key factors influencing the success or failure of the implementation of CGR in the industrial relations framework at the Dinas Ketenagakerjaan KBB.

The Collaborative Governance Regime (CGR) framework provides a structured approach for analyzing the processes, dynamics, and outcomes associated with collaborative governance, which is particularly valuable in the context of industrial relations. The industrial relations landscape in West Bandung Regency, as explored in the research titled *Collaborative Governance in Handling Industrial Relations in the Manpower Department of West Bandung Regency*, highlights how the implementation of CGR influences the interaction between various stakeholders—government agencies, labor unions, employers, and other relevant actors—in resolving industrial disputes and fostering a more stable labor environment. This section provides an in-depth discussion on the application of the CGR framework in West Bandung Regency, focusing on its key components and the challenges it faces in this specific context.

Key Components of CGR in West Bandung Regency Drivers

In the CGR framework, drivers refer to the external and internal forces that propel the need for collaboration. In West Bandung Regency, several factors drive the adoption of Collaborative Governance in industrial relations. These include the growing number of industrial disputes, particularly related to wage issues, unfair dismissal, and labor conditions, which have become a major concern for both employers and workers. Additionally, the rapid industrial growth in the region, coupled with the socio-economic challenges facing workers, necessitates more effective conflict resolution mechanisms. These drivers highlight the need for an inclusive, multi-stakeholder approach where all parties—government, employers, and labor unions—are involved in decision-making and problem-solving. The urgency of resolving industrial relations disputes, especially in sectors like manufacturing and services, makes the implementation of CGR an attractive option for ensuring that conflicts are handled in a way that is fair, transparent, and sustainable.

Collaborative Dynamics

Collaborative dynamics are central to the CGR framework and refer to the interactions and relationships between the stakeholders involved in the collaborative process. In this case, the collaborative dynamics within the industrial relations forums, such as

bipartite and tripartite meetings, play a crucial role in determining the success or failure of the Collaborative Governance model. The research reveals that the Dinas Ketenagakerjaan (Manpower Department) facilitates these forums, where representatives from government, employers, and labor unions engage in dialogue to resolve disputes.

The success of these forums relies heavily on trust-building among the participants. In the context of West Bandung, however, the dynamics are often shaped by power imbalances between employers and labor unions. Employers tend to have more economic and political leverage, which can affect the outcomes of discussions. This disparity in power can create challenges in achieving genuine collaboration, as labor unions may perceive the process as biased or ineffective in addressing their concerns. Therefore, the collaborative dynamics in West Bandung Regency are heavily influenced by the level of trust that each stakeholder has in the others. Effective trust-building mechanisms, such as ensuring equal representation, transparency, and accountability, are essential for the success of Collaborative Governance.

Additionally, capacity for joint action is another critical aspect of collaborative dynamics. The ability of stakeholders to work together and make decisions that are mutually beneficial is key to the effectiveness of CGR. In West Bandung, the capacity of stakeholders to engage in joint action is often hindered by challenges such as insufficient resources, lack of trained mediators, and a lack of coordination between stakeholders. These issues can reduce the ability of the parties to implement agreements and resolve disputes effectively, highlighting the importance of strengthening the infrastructure for collaboration.

Actions

In the CGR model, actions refer to the collaborative efforts undertaken by stakeholders to address the identified issues. In this context, actions include the formation of mediation and arbitration processes, policy formulation, and the implementation of agreements resulting from bipartite or tripartite forums.

The Dinas Ketenagakerjaan plays a pivotal role in facilitating these collaborative actions, primarily by organizing and managing the forums where disputes are discussed

and resolved. The research indicates that these actions have led to the development of policies on wage disputes, termination of employment, and workers' rights, with the aim of improving industrial relations in the region. However, while these actions represent positive steps toward collaboration, the research also points out the challenges in the implementation of these policies. Employers often resist changes, particularly when it involves financial commitments, while workers may feel that the outcomes do not fully address their grievances. Therefore, the quality of the collaborative actions taken within these forums is determined by the ability of all stakeholders to reach consensus and ensure that the solutions are fair and beneficial for all parties involved.

Outcomes

The final component of the CGR framework is outcomes, which refer to the results of the collaborative efforts in resolving industrial disputes and creating sustainable solutions. In West Bandung, the outcomes of Collaborative Governance are expected to lead to more harmonious industrial relations, reduced conflict, and improved welfare for workers, alongside a stable business environment for employers.

Effectiveness of Collaborative Governance Mechanisms

One of the key findings of the research is that the Collaborative Governance framework has been effective in initiating dialogue and cooperation between government bodies, employers, and labor unions in West Bandung Regency. The establishment of tripartite forums—Involving government representatives, employer associations, and labor unions—has facilitated more transparent communication and has allowed for collaborative decision-making. The Dinas Ketenagakerjaan has played a central role in organizing and facilitating these forums, ensuring that all parties have the opportunity to voice their concerns and contribute to the resolution of industrial disputes.

However, while the framework has facilitated communication and the development of shared policies, the effectiveness of the collaborative governance mechanisms in resolving disputes has been somewhat limited. Many of the agreements reached in these forums are often slow to be implemented, and the outcomes have not always met the expectations of all stakeholders, particularly labor unions. This suggests that while the process is effective in fostering dialogue, the implementation challenges—including the timeliness of policy implementation and the enforcement of agreements—remain significant barriers to the long-term success of CGR.

Challenges in Stakeholder Participation

Another important finding is that stakeholder participation in the collaborative governance process has been inconsistent. The participation of labor unions, while generally positive, is sometimes hindered by lack of trust between unions and employers, as well as historical tensions over labor rights. On the other hand, some employers have been reluctant to engage fully in the collaborative process, perceiving it as an imposition rather than an opportunity for collective decision-making. This disparity in engagement reflects the underlying power imbalances within the industrial relations context, where employers often hold more economic and political leverage than workers or unions.

The Manpower Department has made efforts to ensure the inclusion of all relevant stakeholders, but the unequal participation between employers and labor unions in collaborative forums continues to be a significant issue. This issue of participation affects the legitimacy of the collaborative process and, by extension, the effectiveness

of the outcomes. As a result, some industrial disputes remain unresolved, or their resolutions are not fully implemented, as some stakeholders perceive the outcomes as partial or biased.

Power Imbalance and Trust Issues

The study revealed that power imbalances between employers and workers significantly influence the outcomes of industrial relations governance. Employers, particularly large companies or industry leaders, often have greater economic and political power, which can skew the negotiation and decision-making process in their favor. This power imbalance creates a trust deficit between labor unions and employers, further complicating efforts at collaboration. The trust-building element, which is essential in the CGR framework, has therefore proven to be one of the most challenging aspects in the industrial relations context in West Bandung Regency.

The lack of trust is compounded by unresolved historical conflicts, such as issues related to wage disputes and unfair dismissals. As labor unions often feel that employers are not fully committed to fair negotiations, this lack of trust can undermine the effectiveness of the CGR processes. As such, the collaborative dynamics between stakeholders remain fragile, affecting the overall outcomes of the governance regime.

Resource Constraints and Capacity Building

Research also identified significant resource constraints as a barrier to the effective implementation of Collaborative Governance in industrial relations. Dinas Ketenagakerjaan faces challenges related to insufficient staffing, lack of trained mediators, and limited financial resources for facilitating collaborative forums and resolving disputes. Those have a direct impact on the capacity of the government to fully support the mediation and conflict resolution processes. Without proper resources, even the most well-intentioned collaborative efforts may falter, as the government may struggle to enforce agreements or provide the necessary follow-up to ensure compliance with the resolutions made in the forums.

Outcomes of Collaborative Governance

The outcomes of the Collaborative Governance process in West Bandung Regency have been mixed. On the one hand, there has been some success in improving communication between employers, workers, and the government, leading to more transparent and inclusive decision-making. The forums have allowed for a better exchange of information and have contributed to the development of policies related to wage standards and working conditions. However, despite these positive steps, the effectiveness of the outcomes in resolving industrial disputes has been inconsistent. Some conflicts, particularly those involving unfair dismissals and wage disputes, remain unresolved or are only partially addressed. These unresolved issues suggest that Collaborative Governance alone is not enough to address the complexities of industrial relations. Additional measures, such as stronger legal frameworks, better enforcement mechanisms, and more effective mediation services, are necessary to complement the CGR process and ensure that outcomes lead to sustainable industrial peace.

3.2 DISCUSSION

The application of the Collaborative Governance Regime (CGR) in handling industrial relations in West Bandung Regency reveals both the potential and challenges of this model. The framework's components—drivers, collaborative dynamics,

actions, and outcomes—provide a structured way to understand how various stakeholders interact in resolving industrial disputes. While CGR has the potential to foster more inclusive, transparent, and sustainable solutions, its effectiveness in West Bandung is constrained by power imbalances, resource limitations, and inconsistent participation. Addressing these challenges through improved capacity-building, ensuring equitable representation, and strengthening the infrastructure for collaboration will be crucial for the successful implementation of CGR in industrial relations management.

Challenges in Applying CGR in West Bandung Regency

While the CGR framework offers a valuable model for improving industrial relations, its application in West Bandung Regency faces several challenges. One of the key challenges identified in the research is the power imbalance between employers and workers. Employers, particularly those in larger industries, often have more economic and political influence, which can skew the collaborative process in their favor. This imbalance limits the effectiveness of the collaborative forums and undermines the trust that workers and labor unions place in the process.

Additionally, resource constraints within the Dinas Ketenaga kerjaan, such as a lack of trained mediators and facilitators, hinder the successful implementation of Collaborative Governance. The absence of sufficient human and financial resources for conflict resolution processes further limits the capacity for joint action and undermines the potential for sustainable outcomes. Another challenge is low participation from some employers and workers in the collaborative forums. Although the forums are intended to be inclusive, the effectiveness of these platforms is diminished when stakeholders don't fully engage or lack of commitment to outcomes. This issue highlights the importance of ensuring that all parties, especially those who are most affected by industrial relations disputes, are adequately represented and motivated to participate in the collaborative process. The findings of this study suggest that while Collaborative Governance has the potential to improve industrial relations in West Bandung Regency, its implementation is fraught with challenges. These challenges primarily stem from power imbalances, lack of full stake holder participation, insufficient resources, and trust issues. To enhance the effectiveness of CGR in this context, several steps can be taken:

1. **Strengthening Stakeholder Participation:** Ensuring more equitable participation from all stakeholders, particularly employers, workers, and unions, is critical to the success of CGR. This could be achieved by creating more inclusive forums, ensuring that smaller stakeholders are equally represented, and encouraging greater commitment from employers to the collaborative process.
2. **Addressing Power Imbalances:** To overcome the power imbalances, it is essential to implement trust-building measures that encourage mutual respect and understanding between employers and workers. This could include independent mediators or facilitators who are seen as neutral parties, as well as training for stakeholders in conflict resolution and collaborative negotiation.
3. **Resource Allocation:** Increasing the resources available to the Dinas Ketenagakerjaan, particularly in terms of staffing, training, and capacity-building, will help ensure that the collaborative governance mechanisms are adequately supported. This could involve increasing funding for mediation processes and enhancing the department's ability to follow through on agreements made in collaborative forums.

4. Policy and Legal Support: For CGR to be truly effective, it must be supported by strong policy frameworks and legal measures that guarantee the enforcement of decisions made during the collaborative process. Clear legal backing for the outcomes of collaborative forums will ensure that agreements are not only made but also implemented effectively.

The findings of this research indicate that while Collaborative Governance has the potential to improve industrial relations in West Bandung Regency, its success is contingent upon addressing significant challenges, such as power imbalances, inconsistent stakeholder participation, and resource limitations. The Dinas Ketenagakerjaan has made valuable strides in fostering dialogue and collaboration between employers, workers, and the government, but these efforts need to be supported by stronger mechanisms for implementation, better resource allocation, and enhanced participation from all parties. By addressing these issues, Collaborative Governance can become a more effective tool in resolving industrial disputes and fostering long-term stability in industrial relations in West Bandung Regency.

4. CONCLUSION

The research on Collaborative Governance in Handling Industrial Relations in the Manpower Department of West Bandung Regency has provided valuable insights into the effectiveness of Collaborative Governance (CGR) as a model for managing industrial relations and resolving labor disputes in the region. The findings underscore the potential of CGR to foster inclusive dialogue, enhance communication between stakeholders, and contribute to more transparent decision-making processes. The tripartite forums organized by the Dinas Ketenagakerjaan have proven to be an essential platform for addressing industrial conflicts and aligning the interests of government bodies, employers, and labor unions. However, despite these positive developments, the implementation of CGR in West Bandung faces significant challenges. Power imbalances between employers and labor unions, lack of full participation from all stakeholders, insufficient resources for facilitating the collaborative process, and issues related to trust and commitment have hindered the full potential of CGR in resolving industrial disputes effectively. While the approach has succeeded in initiating dialogue, the slow pace of policy implementation, lack of adequate enforcement mechanisms, and unequal power dynamics continue to limit its overall effectiveness. To improve the outcomes of CGR, the research suggests the need for strengthening stakeholder engagement, addressing power imbalances, increasing resources and capacity-building within the Dinas Ketenagakerjaan, and ensuring stronger legal and policy frameworks to support the enforcement of collaborative decisions. By addressing these challenges, Collaborative Governance can become a more robust tool for managing industrial relations and resolving disputes in West Bandung Regency, contributing to long-term industrial peace and economic stability. Ultimately, this study highlights that while CGR holds promise in fostering a more participatory and transparent approach to industrial relations, its success depends on overcoming several systemic barriers and ensuring that all stakeholders are equally empowered to contribute to and benefit from the collaborative process. The findings of this research provide valuable lessons for other regions seeking to implement Collaborative Governance in the context of industrial relations, offering insights into both the potential and the limitations of this governance model.

5. ACKNOWLEDGEMENT

I would like to express my deepest gratitude to all parties involved in this writing. May this writing bring benefits to those who need it.

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