

Research Article

Human Resource Collaboration Across Government Agencies to Enhance Public Service Effectiveness: A Multi-Case Qualitative Study in West Kotawaringin Regency, Indonesia

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Abstract: Public service reform in Indonesia increasingly emphasizes inter-agency collaboration as a mechanism to enhance administrative efficiency, service integration, and responsiveness to citizens' needs; however, in many regions, including West Kotawaringin Regency, collaborative practices remain fragmented due to uneven human resource (HR) capacities, inconsistencies in standard operating procedures (SOPs), and limited technological integration across institutions. This study aims to examine the current state of HR collaboration, identify key barriers and enabling factors, and propose an integrated and adaptive HR collaboration model to strengthen public service delivery. Using a qualitative multi-case study approach, data were collected through semi-structured interviews with leaders and operational staff from multiple regional government agencies and analyzed using NVivo 15 to generate thematic coding and visual tools such as word clouds, hierarchy charts, and project maps. The findings indicate that current collaboration is largely transactional and administrative, exemplified by the physical co-location of agencies at the Public Service Mall (MPP) without effective systemic interoperability. Three critical themes emerged: gaps in HR distribution, competencies, and role clarity; structural and behavioral constraints including sectoral ego, SOP discrepancies, and limited digital integration; and opportunities to enhance collaboration through shared digital dashboards, inter-agency forums, and cross-functional HR mobility. Based on these results, the study proposes a three-pillar Integrated and Adaptive HR Collaboration Model comprising comprehensive digital integration, flexible HR competency sharing, and inclusive service co-creation involving community stakeholders, offering both theoretical contributions to collaborative governance and practical guidance for regional governments seeking to improve public service effectiveness.

Keywords: Collaborative Governance; Human Resource Collaboration; Inter-Agency Coordination; NVivo Analysis; Public Service Effectiveness.

1. Introduction

Efforts to improve public service delivery in Indonesia have increasingly shifted toward strengthening collaboration among government institutions, particularly in regions with complex administrative ecosystems. West Kotawaringin Regency characterized by a diverse set of public service actors, a developing digital infrastructure, and rising citizen expectations—represents a compelling context in which to examine how human resource (HR) collaboration functions in practice. Although regulatory frameworks such as Law No. 25/2009 on Public Services and Government Regulation No. 28/2018 mandate integrated service delivery, the on-ground implementation remains uneven.

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Empirical conditions in the Regency reflect systemic challenges that weaken the effectiveness of collaboration. First, HR distribution across institutions is uneven, with several agencies experiencing shortages in technical and administrative staff, while others have surplus personnel whose competencies do not align with service demands. Informants frequently emphasized that “ketersediaan SDM tidak merata dan seringkali tidak sesuai kebutuhan layanan.” This mismatch not only slows operational processes but also creates dependency patterns in which certain institutions routinely rely on others to complete essential administrative tasks.

Second, SOP inconsistencies persist despite the mandate for procedural harmonization. Various institutions continue to operate independently, developing their own SOPs, performance targets, complaint-handling mechanisms, and administrative workflows. As one informant stated, “setiap instansi masih memakai SOP sendiri, sehingga masyarakat harus bolak-balik.” This lack of procedural alignment leads to service fragmentation and prolongs service completion times, especially for complex services requiring multi-agency approval.

Third, digital interoperability remains limited. Although the Regent Regulation (Perbup) No. 27/2024 mandates the implementation of integrated service systems, institutions still use separate platforms that cannot exchange data automatically. Officers must manually verify documents, re-enter information, or make cross-institutional phone calls to validate citizen data. Such manual processes increase workload and create opportunities for administrative errors. A participant noted: “Sistem digital belum terhubung... data dari instansi lain harus dicek ulang secara manual.”

Beyond structural issues, behavioral and cultural dimensions further hinder collaboration. Sectoral ego manifested in reluctance to share data, resist cross-institution mobility, or maintain exclusive control over departmental tasks creates symbolic boundaries that reduce the willingness of officers to engage collaboratively. These inter-organizational tensions are consistent with findings in collaborative governance literature, which highlight that trust, shared purpose, and mutual understanding are critical but often fragile elements of successful collaboration (Ansell & Gash, 2008).

At the same time, several enabling conditions signal the potential for transformative collaboration. The establishment of the Public Service Mall (MPP) represents a major step toward physical integration, providing a shared location for institutions to co-deliver services. The MPP environment fosters informal coordination, faster troubleshooting, and daily interaction among officers. However, physical co-location alone is insufficient without digital and procedural integration. Thus, the challenge is how to transition from co-location toward true co-creation of services.

The MPP collaboration is an innovative collaboration in terms of the effectiveness of services to the community, but it is not without challenges and obstacles in implementing this collaboration. As the collaboration between agencies through the MPP progresses, there are several obstacles, namely a lack of socialization, a shortage of professional human resources, and ineffective services

The study responds to this challenge by conducting a qualitative, NVivo-assisted analysis of inter-agency HR collaboration in West Kotawaringin Regency. The research focuses on four key questions:

- 1) What is the condition of human resources between government agencies in the delivery of public services in West Kotawaringin Regency?
- 2) What forms of collaboration have been carried out between government agencies to improve the effectiveness of public services in West Kotawaringin Regency?
- 3) What factors support and hinder human resource collaboration between government agencies in West Kotawaringin?
- 4) What is the ideal model of collaboration among government agencies in terms of human resources to improve the effectiveness of public services in Kotawaringin Barat Regency?

Coding, NVivo-generated project maps, word cloud visualization, and hierarchy charts, this study identifies a pathway toward an Integrated and Adaptive HR Collaboration Model. This model is grounded in three pillars: comprehensive digital integration, HR flexibility supported by competency development, and inclusive service co-creation aligned with citizen needs. The specific success of this collaborative model is the ease of service and practical innovation in improving services to the community.

Ultimately, this study contributes to the growing literature on collaborative public management, emphasizing the central role of HR capacity and inter-agency coordination in shaping the quality, responsiveness, and accountability of public services.

2. Literature Review

Literature on public sector collaboration has expanded significantly in the past decade, driven by the recognition that complex social problems require coordinated responses across governmental boundaries. In decentralized governance systems such as Indonesia, collaboration among institutions becomes essential not only for administrative coherence but also for enabling effective and citizen-centered services. This section reviews theoretical foundations related to collaborative governance, human resource collaboration, service quality, and institutional integration, situating the present study within broader scholarly and practical contexts

2.1 Collaborative Governance

Collaborative governance is defined by Ansell and Gash (2008) as a structured process in which public agencies, stakeholders, and institutions engage collectively in decision-making, guided by consensus-oriented principles. Key components include facilitative leadership, shared motivation, institutional arrangements, and the capacity to engage in joint problem-solving. Emerson, Nabatchi, and Balogh (2012) further conceptualize collaboration as a “collaborative governance regime” (CGR), comprising three dimensions: (1) principled engagement, (2) shared motivation, and (3) capacity for joint action. These frameworks emphasize that collaboration is not merely cooperative activity but a continuous, adaptive process supported by organizational trust, commitment, and mechanisms for deliberation.

The Indonesian governance context reflects similar requirements. Fragmented bureaucratic structures, overlapping mandates, and differentiated organizational cultures often impede agency alignment. Collaborative governance thus becomes crucial for harmonizing SOPs, integrating service systems, enhancing accountability, and closing institutional gaps. Local governments implementing Public Service Malls (MPP) exemplify this approach, attempting to create “shared spaces” for administrative coordination. However, as emphasized by this study, physical integration alone is insufficient when underlying digital, procedural, and HR dimensions remain unaligned.

In the district of Kotawaringin Barat, services to the community are already very good, as evidenced by the collaboration between agencies in the MPP. However, in practice, this has not been optimally utilized due to a lack of professional personnel, a lack of socialization, a lack of commitment to the work, and the scope of services can be expanded beyond administrative services to include political, economic, and social services.

2.2 Human Resource Collaboration in Public Organizations

Human resource collaboration refers to the collective mobilization of staff competencies, roles, and capacities across institutions to achieve shared goals. Several scholars underline the need for HR integration to underpin successful inter-agency coordination (Armstrong & Taylor, 2020; Dessler, 2019). In the public sector, HR collaboration encompasses practices such as:

- 1) Shared staffing or cross-functional teams, enabling flexible deployment of personnel across agencies.
- 2) Inter-agency training and development, promoting standardized competencies and fostering mutual understanding.
- 3) Competency-based placement, ensuring HR fit to service demands.
- 4) Rotation and job exchange, breaking silos and increasing institutional learning.
- 5) Collective performance evaluation, aligning personnel incentives with shared outcomes.

In Indonesia, HR challenges often stem from uneven staff distribution, limited digital skills, varied levels of professionalism, and resistance to organizational change. Isnawiyah’s findings echo these concerns: certain agencies in West Kotawaringin experience chronic HR shortages, while others face role ambiguity or misalignment between personnel competencies and service requirements. Such disparities reduce service responsiveness and complicate inter-institutional workflows.

To understand how organizational culture in Indonesia can encourage work innovation, identify cultural factors that support work innovation. (Riyadi Nugroho, 2024).

Human resource collaboration is not only a managerial practice but also a behavioral construct. Behavioral factors such as interpersonal trust, willingness to share information, and openness to joint work shape the effectiveness of coordination. Sectoral ego (“ego sektoral”), a recurring barrier identified in regional governance, often impedes shared decision-making

and hinders the establishment of collective routines. This aligns with O’Leary and Bingham (2009), who argue that collaborative public management requires dismantling territorial attitudes and cultivating inter-organizational trust.

2.3 Service Quality and Public Service Effectiveness

Service quality remains a central framework in assessing public service outcomes. The SERVQUAL model developed by Parasuraman, Zeithaml, and Berry identifies five dimensions:

- a. Reliability, delivering services dependably and accurately.
- b. Responsiveness, willingness to assist customers promptly.
- c. Assurance, employee competence and courtesy that instill trust.
- d. Empathy, individualized attention to service users.
- e. Tangibles, physical facilities, equipment, and personnel appearance.

These dimensions are widely applied in Indonesian public service contexts, including in Isnawiyah’s thesis. Effective collaboration amplifies service quality by reducing repetition, accelerating processes, maintaining consistent information, and minimizing administrative burdens on citizens. Conversely, poor collaboration e.g., inconsistent SOPs, unintegrated systems directly diminishes reliability and responsiveness, often forcing citizens to visit multiple agencies for a single service.

Public service effectiveness also requires transparency and performance monitoring. Integrated dashboards, shared performance indicators, and cross-agency SOP alignment support these goals. Isnawiyah’s findings highlight the need for performance-based HR management to ensure that collaboration does not remain symbolic but leads to measurable improvements.

2.4 Institutional Integration and Governance Reform

Institutional integration refers to the alignment of processes, systems, regulations, and structures across multiple entities. In Indonesia’s regional governance, integration often involves harmonizing SOPs, developing shared digital systems, and establishing unified service channels. The legal foundation for such integration is evident in:

- 1) Law No. 25/2009 on Public Services
- 2) PP No. 28/2018 on Integrated Service Standards
- 3) Perbup Kotawaringin Barat No. 27/2024 on the Public Service Mall (MPP)

However, Isnawiyah’s study reveals that integration is often partial and procedural rather than systemic. Agencies co-exist within shared service spaces but continue to operate independently in terms of document verification, digital platforms, and HR management. This phenomenon aligns with Pollitt and Bouckaert’s (2017) critique of “false integration”—where reforms appear integrated structurally but lack substantive coordination.

Effective institutional integration requires the following components:

- a. Digital interoperability
Systems capable of exchanging citizen data reduce duplication.
- b. SOP harmonization
Shared processes support predictability and fairness.
Shared governance mechanisms
Joint forums, working groups, and cross-agency agreements enable alignment.
- c. HR standardization
Competencies, ethics, and performance standards must be uniform.
- d. Community inclusion
Co-creation ensures alignment with citizen needs and trust-building.

These factors are central to the adaptive model proposed in the present study.

2.5 Conceptual Framework: A Multi-Level Collaboration Architecture



Figure 1. Conceptual Framework.

Synthesizing the above theories, conceptual framework (Gambar 2.1) situates collaboration as a multi-level process beginning with empirical organizational challenges, progressing through regulatory foundations, operationalized via the collaborative model (MPP), and culminating in service effectiveness. The conceptual framework integrates:

- 1) Empirical HR Problems, uneven distribution, SOP inconsistency, fragmented systems.
- 2) Regulatory Foundations, national and regional policies guiding collaborative reform.
- 3) Model Kolaborasi (MPP), involving HR development, motivation & work environment, and collaborative governance.
- 4) Service Effectiveness, anchored in SERVQUAL dimensions.

This top-down and bottom-up structure reflects a systemic view of collaboration, consistent with institutional and collaborative governance theories. It forms the basis for exploring how HR collaboration shapes service delivery outcomes and informs the development of the adaptive collaboration model presented later in the article.

2.5 Cross-agency human resource collaboration as a core capacity of whole-of-government

Recent literature places cross-agency collaboration as a prerequisite for whole-of-government, which is an effort to unite the mandates, processes, data, and competencies of the apparatus to reduce duplication and improve service quality. The main obstacles lie in the uneven distribution of human resources, the lack of harmonization of standard operating procedures (SOPs), sectoral egos, and weak digital integration

consistent with public sector HRM studies that highlight the “tension” between the demands for reform and resistance to change in bureaucratic HRM practices (e.g., related to competency standardization, work culture, and capacity building).

Within a collaborative framework, human resources are no longer understood as the assets of a single agency, but rather as shared capacity that can be orchestrated across units through: (a) cross-functional assignments, (b) joint training between agencies, (c) competency-based placement, (d) rotation/exchange of positions to reduce silos, and (e) collaborative performance evaluation. This practice framework is in line with your operational definition of HR collaboration. The digital-based sustainable human resource capacity model includes continuous training in technical, managerial, and digital aspects (Taufiq Urohman, Siti Mujanah, M. Sihab Ridwan 2024).

2.6 Empirical studies in similar contexts (MPP/PTSP/whole-of-government)

2.6.1 Empirical studies in the context of MPP/integrated services:

MPP as an arena for collaborative governance:

- 1) The Bulukumba MPP Study (2024) assessed MPP collaboration using Ansell & Gash's process indicators (dialogue–trust–commitment–mutual understanding–interim results).
- 2) The Banda Aceh MPP study (2024) confirms that MPP is a form of collaborative governance, but faces obstacles in terms of IT human resources and infrastructure (reinforcing the importance of capacity for joint action).
- 3) The 2025 study on immigration services at MPP also raises the issue of inter-agency cooperation in bureaucratic reform and service collaboration.

Whole-of-government approach in integrated services:

The whole-of-government study in the context of PTSP/MPP emphasizes that service integration requires a change in bureaucratic culture and internal government alignment, not just counter integration.

Regulatory framework as “institutional design”:

PermenPANRB No. 92 of 2021 serves as the basis for technical guidelines for the implementation of MPP, so you can position it as a component of institutional design that frames the role of DPMPPTSP, service integration, and governance standards.

Institutional integration needs to be supported by digital interoperability, harmonization of SOPs, joint governance mechanisms, human resource standardization, and community inclusion. The above frameworks (CGR; network governance; collaborative leadership) provide a theoretical “backbone” to explain why these components determine whether the MPP results in service effectiveness or merely “procedural integration.”

2.6.2 Theoretical synthesis formulation

- a. Process level (Ansell & Gash): the quality of collaborative interactions (dialogue–trust–commitment–mutual understanding–small wins) explains the daily dynamics of coordination between service counters/agencies. Regime level (Emerson et al./CGR): principled engagement, shared motivation, and capacity for joint action explain why MPP integration is often hampered by sectoral egos, differing SOPs, and unconnected digital systems.
- b. Network structure level (Provan & Kenis): governance design (participant/lead/NAO) explains the need to establish a cross-agency secretariat/PMO or strengthen the role of coordinators (e.g., DPMPPTSP) so that cross-agency standards, data, and performance can be orchestrated. Mechanism enforcers (Huxham & Vangen; Bryson et al.): collaborative leadership, conflict management, and forum design are key to ensuring that collaboration does not stop at symbols/co-location, but results in changes in processes and service quality.

3. Methodology

3.1 Research Design

This study employed a qualitative multi-case study design to explore the dynamics of human resource (HR) collaboration among government institutions in West Kotawaringin Regency. The multi-case approach allows for a detailed examination of variations in collaborative practices, constraints, and institutional contexts across several public agencies. This approach aligns with Creswell's (2018) view that qualitative inquiry is appropriate for investigating processes, meanings, and inter-organizational interactions that cannot be captured through quantitative measures alone.

- 1) The qualitative design is particularly suitable for addressing the study's objectives: - Describe the actual condition of human resources between government agencies in the delivery of public services in West Kotawaringin Regency, so that the extent to which the capacity, distribution, and role of human resources affect the quality of community services can be determined.
- 2) Analyze the forms of collaboration that have taken place between government agencies in improving the effectiveness of public services, and identify patterns of cooperation that have emerged formally and informally.
- 3) Identify the supporting and inhibiting factors in the implementation of human resource collaboration between government agencies, whether structural, cultural, or technical in nature.

- 4) Formulate an ideal model of human resource collaboration between government agencies that is appropriate to the local context of West Kotawaringin Regency in order to improve the effectiveness of public services.

Given that HR collaboration is deeply embedded in institutional culture, routines, and administrative structures, qualitative data offer nuanced insights into the behavioral and systemic patterns shaping collaboration.

3.2 Research Setting and Institutional Context

The study was conducted in West Kotawaringin Regency, Central Kalimantan, focusing on institutions operating within and outside the Public Service Mall (MPP). The MPP houses multiple agencies such as the Department of Population and Civil Registration, Investment and Licensing Services (DPMPTSP), Social Affairs, Transportation, Health Office units, and several national vertical agencies (e.g., Police, BPJS). Additional institutions outside the MPP including community-level sectoral units were incorporated to capture broader inter-agency dynamics.

This setting is relevant due to ongoing efforts by the Regency government to improve service quality through regulatory reforms and institutional integration mandated by Perbup Kotawaringin Barat No. 27/2024.

3.3 Participants and Sampling Strategy

Participants consisted of 8 informants selected using purposive sampling based on their relevance to HR collaboration processes. Informants included:

- a. Regional work units (SKPD)
- b. Division heads and coordinators
- c. Frontline service officers stationed at the MPP
- d. Human resource officers
- e. IT and administrative support staff
- f. Selected community members as service users

This sampling ensured that perspectives were captured from both strategic (managerial) and operational levels, reflecting the multilevel nature of collaboration.

Participants possessed direct involvement in service delivery, HR management, or inter-agency coordination. This criterion provided rich experiential data to illuminate structural, procedural, and cultural aspects of collaboration.

3.3 In-Depth Interview Process and Design

3.3.1 Interview Approach

This study used semi-structured in-depth interviews. This approach was chosen because it allows researchers to explore experiences, perceptions, and practices of inter-agency collaboration comprehensively, while maintaining consistency of themes across informants through the same set of questions. This model is relevant for collaborative governance studies that emphasize processes, interactions, and dynamics between actors

3.3.2 Interview Guidelines and Sample Questions

The interview guidelines are based on the collaborative governance framework (Ansell & Gash; Emerson et al.) which covers aspects of process, relationships, and capacity for joint action. The questions are open-ended to allow for in-depth exploration.

Some examples of key questions used in the interviews are as follows:

- 1). Collaborative Processes
 - a. What forms of inter-agency cooperation are used in the delivery of services at the MPP?
 - b. To what extent is inter-agency coordination effective in daily practice?
- 2). Roles and Responsibilities
 - a. How are roles and responsibilities shared between agencies in integrated services?
 - b. Are there joint SOPs that regulate this collaboration?
- 3). Human Resources
 - a. How are inter-agency human resources managed at the MPP (placement, competencies, and workload)?
 - b. Has there ever been inter-agency human resource mobility or support?
- 4). Digital Systems and Integration
 - a. What is the status of information system integration between agencies?

- b. What are the most common obstacles related to data exchange and service verification?
- 5). Barriers and Challenges
 - a. What are the main barriers to interagency collaboration?
 - b. How do sectoral egos or differences in work culture affect collaboration?
- 6). Impact and Recommendations
 - a. In your opinion, how does this collaboration affect the effectiveness of public services?
 - b. What improvements would you recommend to optimize inter-agency collaboration?

Follow-up questions (probing questions) are used flexibly to deepen the informants' answers according to their respective contexts and experiences.

3.3.3 Reasons for Choosing NVivo 15 as a Qualitative Data Analysis Tool

NVivo 15 software was chosen as a qualitative data analysis tool because it has the ability to:

- 1) Systematically manage text data, including interview transcripts from various informants and agencies.
- 2) Support the gradual coding process (open coding, axial coding, and selective coding), thereby facilitating the identification of themes, sub-themes, and relationships between concepts.
- 3) Enhance transparency and audit trails, as each coding process and theme grouping can be traced back.
- 4) Visualize qualitative data through node hierarchy, coding comparison, word frequency, and relationship mapping, which strengthen the interpretation process.

In the context of collaborative governance research involving multiple actors and cross-sectoral issues, NVivo 15 helps researchers:

- a. Identify patterns of interaction and inter-institutional relationships,
- b. Map structural, cultural, and technical barriers,
- c. Develop conceptual models of collaboration based on empirical findings in a more systematic manner.

The use of NVivo 15 also supports the principle of methodological rigor in qualitative research, as the analysis is not only narrative in nature, but based on a structured and well-documented coding process.

3.3.4 Implications for Study Transparency and Traceability

With detailed explanations of:

- a. criteria for selecting informants,
- b. guidelines and examples of interview questions, and
- c. reasons for selecting analysis software,

This study has a higher level of methodological transparency, thereby:

- 1) Making it easier for other researchers to replicate or compare studies in the context of MPP or integrated public services in other regions.
- 2) Strengthening the validity and credibility of the findings, as the data collection and analysis processes are explained systematically and can be traced.

Tabel 1. informants in Various Government Agencies.

No.	Nama Informan	Jabatan Informan	Institusi	Alasan Memilih Informan
1.	Joni Iskandar, SE, M.Si	Head of Domestic Politics Division	National Unity and Political Agency	Selected because he serves as the Head of the Domestic Politics Division and has worked for 22 years, providing extensive experience and deep understanding of political service conditions for the community in West Kotawaringin Regency..
2.	Chaidir, S.Ag	Chairperson of the General Election Commission	KPU of West Kotawarin gin Regency	Selected because he is one of the commissioners of the KPU, responsible for public services and human resource management.

No.	Nama Informan	Jabatan Informan	Institusi	Alasan Memilih Informan
3.	Sri Handayani, M.Pd.,Gr	Teacher	SDN 8 Pasir Panjang	Selected as a community member and service user who can provide assessments regarding the quality of services delivered by various government institutions.
4.	Sofia Adyani, Sh, M.AP	Head of Administration Subdivision	Department of Manpower and Transmigration	Selected because the institution plays an important role in delivering services and community development programs.
5	Sandy Agustin, SE. M.Si	Head of Social Welfare Section	Hilir Kotawaringin Lama Subdistrict Office	Selected because he works directly in delivering public services at the kelurahan (urban village) level..
6.	Nurpahsari, S.Si.,M.H	Lecturer	Antakusuma University, Pangkalan Bun	Selected due to her experience and research expertise in the field of public service and community development.
7.	Syarifundin, S.AP	Head of Administration Subdivision	Population and Civil Registry Office (Dukcapil) of West Kotawaringin	Selected because Dukcapil is one of the key institutions that provides essential population administration services to the public.
8.	Hasbi Alfikri, S.IP	Functional Officer for Licensing Management (Intermediate Expert)	DPMPTSP (Investment and One-Stop Integrated Service Office)	Selected because DPMPTSP manages the one-stop service center (Mal Pelayanan Publik/Mall of Public Services), which serves as one of the primary study cases in this research.

3.4 Data Collection Techniques

Data were collected using three complementary methods:

Semi-Structured Interviews

Interviews lasting 25–60 minutes were conducted to explore participants' experiences and perceptions regarding HR collaboration. Questions covered themes such as:

- HR capacity and distribution
- Cross-agency communication
- SOP alignment
- Digital system interoperability
- Behavioral challenges such as resistance, ego sektoral, and trust
- Expectations for collaborative reform

Interviews were recorded, transcribed verbatim, and imported into NVivo 15 for analysis.

Non-Participant Observation

Observations were conducted at the MPP service counters and agency back offices. Attention was given to:

- workflow sequences,
- document verification processes,
- officer interactions,
- coordination behavior,
- system usage, and
- citizen engagement.

Field notes were integrated with interview data to triangulate findings.

Document Review

Relevant documents were examined, including:

- agency SOPs,
- administrative circulars,
- service performance dashboards,

- d. HR placement records,
- e. regulatory guidelines (UU 25/2009, PP 28/2018, Perbup 27/2024),
- f. organizational charts.

Document analysis provided contextual grounding for interpreting qualitative themes.

3.4 Data Analysis Procedures

Data analysis followed the thematic analysis approach guided by Braun and Clarke (2006), implemented through NVivo 15 to enhance analytic rigor. The steps included:

- a. Familiarization
Transcripts and field notes were repeatedly read to gain holistic understanding of inter-agency collaboration dynamics.
- b. Initial Coding
NVivo nodes were created to capture emergent codes, including HR distribution, competency gaps, SOP inconsistencies, digital fragmentation, sectoral ego, coordination forums, and leadership influence
- c. Categorization and Theme Development
Codes were grouped into conceptual categories. Four major themes emerged:
 - 1) HR Condition
 - 2) Collaboration Forms
 - 3) Supporting Factors
 - 4) Barriers

These themes were illustrated using Tree Map, Project Map, and Word Cloud visualizations generated by NVivo.

- d. Within-Case and Cross-Case Analysis
Individual agency cases were analyzed first, then compared across institutions to identify recurring patterns, variations, and systemic linkages.
- e. Interpretation and Model Construction
Synthesizing findings from themes, cases, and theoretical frameworks, the study developed an Integrated and Adaptive HR Collaboration Model, which is presented in the Results & Discussion section.

3.5 Trustworthiness and Ethical Considerations

To ensure methodological rigor, the study applied the following validation strategies:

Credibility: Triangulation of data sources (interviews, observations, documents) strengthened the accuracy of interpretations. Member-checking was conducted informally by summarizing participants' statements during interviews.

Transferability: Rich descriptions of institutional contexts and processes allow readers to determine applicability to other regional settings.

Dependability: Analytic procedures were documented in Nvivo, enabling auditability of coding and thematic development.

Confirmability: Researcher reflexivity was maintained to minimize bias, and interpretations were grounded in the data.

Ethical clearance was ensured by:

- a. obtaining informed consent,
- b. maintaining participant anonymity,
- c. securing interview recordings and transcripts,
- d. ensuring that no identifiable personal or institutional information was disclosed beyond what is permissible.

4. Results and Discussion

The results of the study show that the main obstacles to collaborative governance between institutions are not only structural in nature, but also have a direct impact on the daily operations of public services. Obstacles such as sectoral egos, inconsistencies in standard operating procedures (SOPs), and limitations in information system integration affect the way services are provided to the community and determine the quality of citizens' access to public services.

4.1 Sectoral ego and service fragmentation in operational practices

Sectoral ego is reflected in the tendency of each agency to maintain its authority, procedures, and internal systems even though they are part of an integrated service space. In daily operational practices, this condition can be seen from:

- 1) Separate decision-making between agencies, so that service officers do not have cross-functional authority to resolve citizens' problems directly.
- 2) Reliance on internal referrals, where service applicants must move to another counter or return on another day because the final decision remains with the originating agency.
- 3) Coordination based on personal relationships rather than standard institutional mechanisms, making the continuity of collaboration highly dependent on specific individuals.

The practical consequence of this situation is fragmentation of services, even though physically the services have been integrated. For citizens, this creates the perception that the Public Service Mall is merely a collection of service counters, rather than a truly integrated service system. As a result, the main objective of the MPP to simplify processes and reduce the administrative burden on the community has not been fully achieved.

4.2 SOP inconsistencies and service process inconsistencies

The findings also show that SOP inconsistencies between agencies are a significant obstacle to service operations. Each agency still implements its own internal SOPs without inter-agency harmonization. This condition is reflected in:

- a. Differences in document requirements for interrelated services,
- b. Variations in service flows and completion times, and
- c. Differences in the interpretation of regulations by service officers.

In practice, inconsistencies in SOPs make it difficult for front office staff to provide consistent information to applicants. Citizens often have to resubmit documents or provide repeated clarifications because the standards used differ between agencies. The direct consequences are increased waiting times, uncertainty of service, and a decline in public trust in the integrated service system.

4.3 Limitations of system integration and administrative burden on citizens

Limitations in the integration of inter-agency information systems reinforce the impact of sectoral ego and differences in SOPs. In daily operations, the lack of system interoperability results in:

- a. Data verification processes still being carried out manually,
- b. Repetitive data input by officers and applicants,
- c. Dependence on physical documents as administrative evidence.

For citizens, this situation means that the administrative burden remains high, even though services are provided in one location. Citizens who should be receiving fast and efficient services instead face a multi-layered process, especially for services that require cross-agency validation. This situation has the potential to widen the access gap, particularly for vulnerable groups who have limited time, administrative literacy, or access to transportation.

4.4 Implications for access to and quality of public services

Overall, the identified barriers to collaboration have an impact on three main aspects of access to public services, namely:

- a. Accessibility: lengthy and repetitive processes make it difficult for citizens to access services in a timely manner.
- b. Efficiency: Duplication of processes and manual coordination increase time and labor costs for both service providers and the community.
- c. Service certainty: Unclear procedures and authority reduce the certainty of service outcomes for citizens.

These findings indicate that physical integration of services does not automatically result in substantive integration if it is not supported by effective collaborative governance.

4.5 Discussion of solutions and policy implications

Based on these findings, the solutions proposed in this study—such as harmonizing interagency SOPs, strengthening institutional coordination mechanisms, collaborative human resource management, and integrating digital systems and shared dashboards—are not only normative in nature but also a direct response to the operational obstacles that affect citizens.

Strengthening collaborative governance needs to be directed at:

- a. Transforming the role of MPP from merely a service space to an arena for cross-agency decision-making.

- b. Developing joint SOPs that are oriented towards citizen service flows, rather than institutional authority boundaries.
- c. Utilizing digital technology as an instrument of collaboration, rather than merely an administrative tool.

Thus, this study confirms that improving the quality of public services is highly dependent on the ability of local governments to build inter-agency collaboration that is not only structurally coordinated but also operationally integrated and oriented towards the experience of citizens.

4.6 Findings from interviews, observations, and document analysis, processed using NVivo 15.

The analysis produced four main themes that reflect the dynamics of human resource (HR) collaboration between institutions in West Kotawaringin Regency :

- 1) HR condition,
- 2) forms of collaboration
- 3) supporting factors, and
- 4) barriers.

These themes provide empirical grounding for understanding the collaboration landscape and for developing an adaptive HR collaboration model.

4.7 NVivo Coding Summary

NVivo assisted in structuring qualitative data into thematic clusters. Table 1 shows the main nodes and coding frequencies derived from interviews and observation notes.

Tabel 2. Number of Codes and Citatons.

Informant Name	Number of Codes / Themes	Number of Quotes	Description
Hasbi Alfikri (Functional Officer for Licensing Management Intermediate Expert, DPMPSTP)	28	45	Key primary informant. Provided in-depth technical data regarding the Public Service Mall (MPP) and the integration of licensing services.
Nurpahsari (Lecturer, Faculty of Law))	25	38	Contributed academic perspectives, regulatory evaluation, and critical insights on the effectiveness of inter-agency human resource collaboration..
Syarifundin (Head of Administration Subdivision, Dukcapil)	22	32	Provided explanations on governmental political coordination and inter-institutional relationship stability.
Joni Iskandar (Head of Domestic Politics Division, Kesbangpol)	18	26	Provided explanations on governmental political coordination and inter-institutional relationship stability.
Sofia Adyani (Head of Administration Subdivision, Department of Manpower and Transmigration)	17	24	Highlighted labor-related issues and competency disparities among employees across departments.
Chaidir (Chairperson of the General Election Commission – KPU, West Kotawaringin Barat)	15	20	Contributed context on collaboration during specific events (e.g., Elections) and the use of population data..

Informant Name	Number of Codes / Themes	Number of Quotes	Description
Sandy Agustin (Head of Social Welfare Section, Hilir Subdistrict Office)	12	18	Represents frontline service delivery at the grassroots level (kelurahan), directly interacting with citizens. Provided the perspective of service users (public/community) regarding service satisfaction and accessibility.
Sri Handayani (Teacher, SDN 8 Pasir Panjang)	10	15	
TOTAL	147	218	Total accumulated coding from all data sources.

4.8 Word Cloud Analysis: Dominant Concepts

The Word Cloud visualization (Figure 1.2) highlights terms frequently mentioned by informants, such as “collaboration,” “human resources (HR),” “service,” “integration,” “coordination,” “standard operating procedures (SOP),” and “community.” These terms reflect the centrality of HR collaboration in determining service performance. The strong prominence of “coordination” reinforces the finding that coordination is simultaneously the most critical need and one of the most significant challenges.

Informant quotes further support this conclusion:

“Coordination is what we feel the most. Sometimes we have to wait for other institutions to confirm.” (Informant 6)

“Collaboration is happening, but mostly in informal ways. The formal mechanisms are still weak.” (Informant 5)

The Word Cloud thus functions as an early indicator of thematic density, demonstrating that HR-driven collaboration serves as the backbone of service effectiveness.



Picture 1. Word Cloud.

Source: Data Processing NVIVO 15, 2025

The Word Cloud visualization in Figure 1.2 clearly validates the previous statistical findings and reinforces the hierarchy of priorities in the minds of the informants. The word “Service,” which appears largest and most dominant in the center of the visual canvas, confirms that the main focus of all stakeholders, from DPMPSTP officials to elementary school teachers, is on the output of services provided.

4.9 HR Condition Across Institutions

The first major theme relates to the state of HR resources across agencies. Three recurrent issues emerged: uneven distribution, competency mismatch and workload imbalance.

First is the lack of professional human resources, characterized by officials who lack mastery of regulation and technical work, variations in competency between agencies, and an urgent need for training, which leads to public dissatisfaction. Second, there is a problem with officials who do not understand the importance of collaboration, as seen in the persistence of sectoral egos, non-standard service performance between agencies, and a work pattern among operators that is still compartmentalized to their respective counters without understanding the goal of integration. Third, there is the issue of uneven distribution of human resources between agencies, where the ratio of employees is not balanced with the volume of services, and the placement of officials, especially at the sub-district level, is not ideal and does not match the existing workload

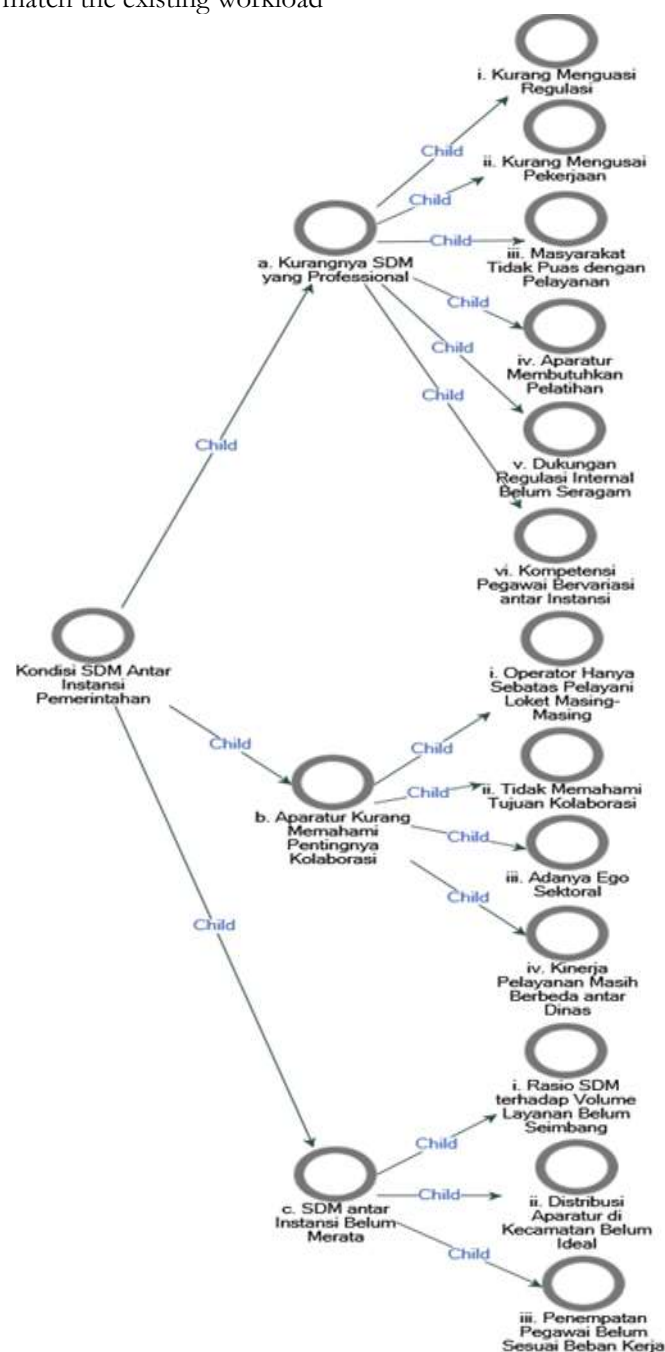


Figure 2. Visualization of NVivo 15 Project Regarding Human Resource Conditions Between Organizations

Source: NVIVO 15 Data Processing, 2025

4.10 Forms of Collaboration

Four forms of collaboration were identified:

- 1) Physical Integration (Co-location at MPP)

Agencies share a building, enabling officers to communicate quickly.

“If one building is nice, you can ask directly.”

However, this is only superficial integration; systems remain siloed.

- 2) Administrative Coordination

Occurs when agencies cross-verify documents or coordinate via WhatsApp, calls, or manual note-passing.

- 3) Limited Digital Collaboration

Data cannot be retrieved across systems; officers must re-enter information.

“Our system is offline, so you still have to check manually.”

- 4) Informal Coordination

Most effective form done through personal acquaintance, goodwill, and improvisation.

4.11 NVivo Tree Map Interpretation

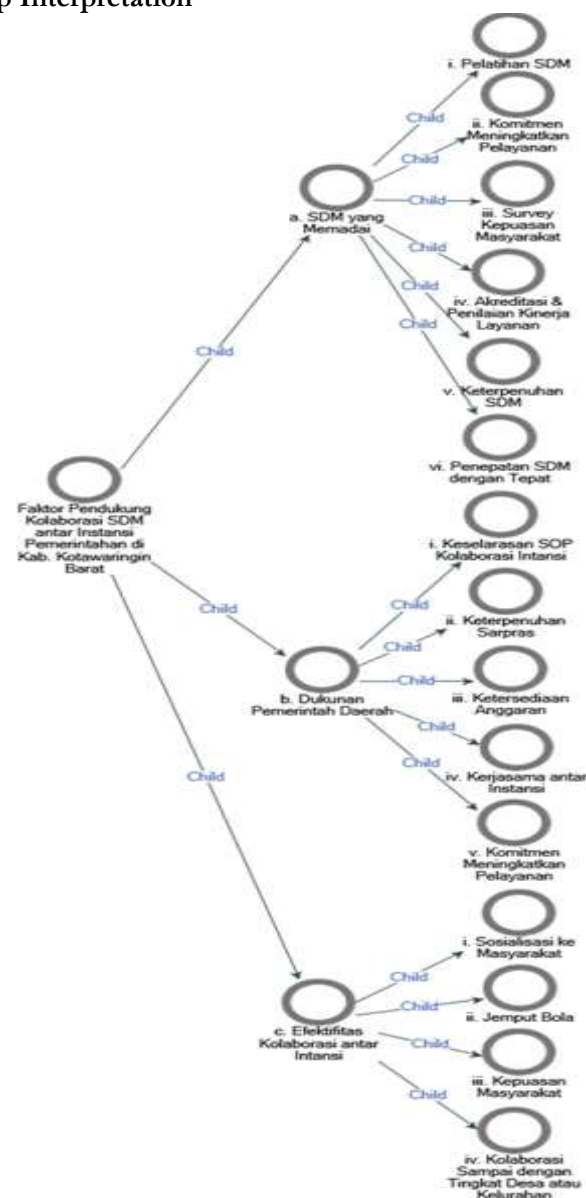


Figure 4. Visualization of NVivo 15 Project Regarding Human Resource Collaboration Factors.

Source: NVIVO 15 Data Processing, 2025

Based on the visualization in Figure 1.4, the success of collaboration is supported by three main pillars. The first is adequate human resources, which is not only measured by the number of personnel, but also reinforced by regular training, the commitment of officials to improve services, and the existence of accreditation and performance assessments based on community satisfaction surveys. Second, the crucial support of local government in creating a collaborative ecosystem, including the harmonization of Standard Operating Procedures (SOPs) between agencies, the availability of budgets and infrastructure, and the facilitation of cross-sector cooperation. Third, the effectiveness of collaboration between agencies is an outcome indicator, marked by proactive efforts, massive socialization to the community, and the expansion of collaboration to the village or sub-district level to ensure equitable service quality.

4.12 NVivo Project Map: Structural View of Collaborati

The NVivo project map demonstrates that HR collaboration depends on the interplay of:

- 1) Collaborative governance mechanisms
- 2) HR capacity and professionalism
- 3) Digital infrastructure and SOP harmonization

The map reveals that collaboration is an ecosystem requiring synchronous functioning of multiple elements. Breakdowns in any component weaken overall service effectiveness.

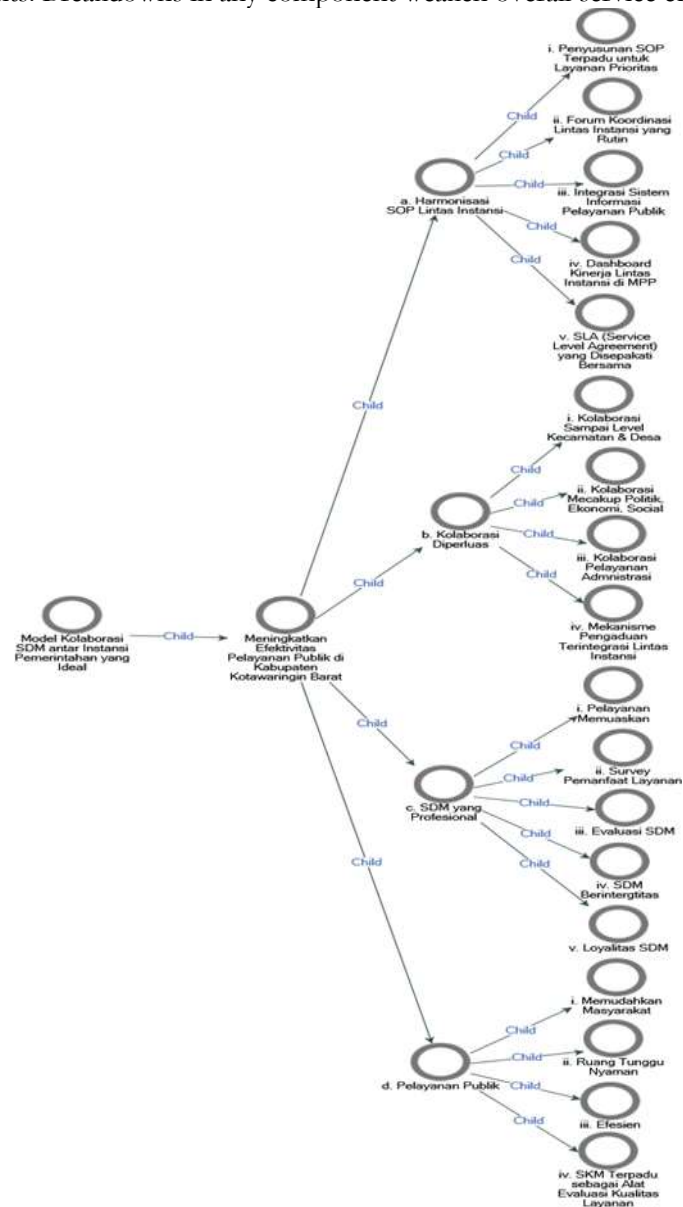


Figure 5. Visualization of NVivo 15 Project.

Regarding the Model of Human Resource Collaboration Between Government Agencies
Source: NVIVO 15 Data Processing, 2025

4.13 Barriers: The Core Obstacle Cluster

Barriers form the most prominent theme, consistent with coding frequencies:

1) Sectoral Ego

The most pervasive barrier.

“There are agencies that feel their tasks are the most important, so it is difficult to be flexible.” (Informant 6)

2) SOP Inconsistency

Citizens must re-submit documents because agencies differ in checklists, formats, and flows approval.

3) Digital Fragmentation

No shared database; each agency uses its own system.

4) Communication Gaps

No routine cross-agency coordination forum.

These barriers mirror Pollitt and Bouckaert’s (2017) findings on fragmentation in public administration.

4.14 Ideal Model of HR Collaboration

The ideal model proposes three strategic pillars:

Pillar 1 — Digital Integration

Includes:

- digital one-stop service,
- smart document center,
- integrated performance dashboard,
- API-based data exchange

Pillar 2 — HR Flexibility & Competency-Based Placement

Includes:

- job rotation,
- cross-agency HR mobility,
- shared training modules,
- uniform service standards

Pillar 3 — Inclusive Service Co-Creation

Includes:

- community feedback loop,
- multi-sector service expansion,
- participatory evaluation

This aligns with collaborative governance theory, integrating structural, behavioral, and technological dimensions.

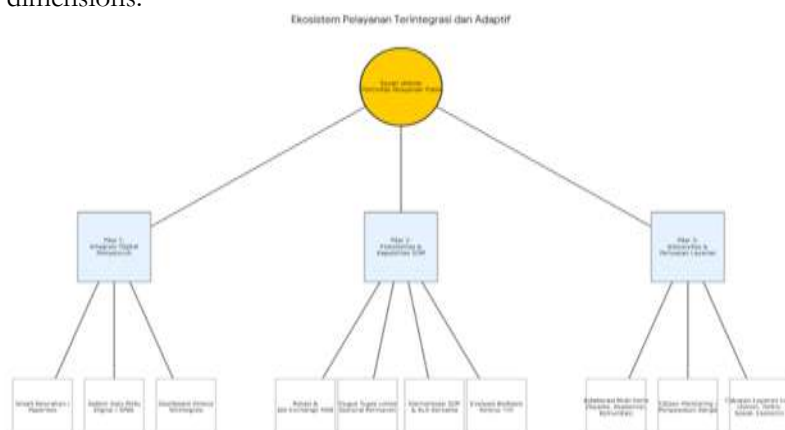


Figure 6. Ideal Model Design for Inter-Organizational Human Resource Collaboration
Source: Author's analysis, 2025

Figure 1.6 above presents an ideal model design called an “integrated and adaptive service ecosystem.” This visualization is a strategic synthesis that aims to achieve effective public services as its central focus. Unlike the previous analysis map, which outlined the problems, this model offers structural solutions through three main supporting pillars.

The conceptual framework situates collaboration as the mediating mechanism between empirical HR problems, regulatory foundations, and service effectiveness. This model provides the theoretical anchor for the adaptive HR collaboration model.

5. Conclusion

This study examined the dynamics of human resource (HR) collaboration among government institutions in West Kotawaringin Regency using a qualitative multi-case approach supported by NVivo 15 analysis. The findings reveal that while significant initiatives have been undertaken such as the establishment of the Public Service Mall (MPP), regulatory reforms, and leadership-driven collaboration mandates inter-agency collaboration remains limited by structural, procedural, and behavioral constraints. Although physical co-location at the MPP offers an environment conducive to faster interpersonal communication, true institutional integration has not yet materialized.

Three major findings shape the overall conclusion of this study.

1) HR Collaboration is Present but Not Institutionalized

Collaboration occurs primarily at the operational level through informal coordination, goodwill among officers, and ad hoc problem-solving. While these interactions reduce procedural bottlenecks, they are insufficient to ensure service consistency, efficiency, and standardization. Formal collaboration mechanisms—such as joint SOP alignment, cross-agency workflows, and shared digital systems—remain underdeveloped.

2) Barriers Outweigh Enabling Factors

The NVivo coding results highlight Barriers as the most dominant theme. Sectoral ego, SOP inconsistency, low digital interoperability, and inadequate HR competencies collectively hinder collaboration. These align with prior research emphasizing that inter-organizational collaboration requires structural support, trust-building, and clarity of shared objectives. Without addressing these issues, collaboration will remain superficial.

3) Collaboration Directly Influences Service Effectiveness

Service effectiveness—defined by responsiveness, reliability, and citizen satisfaction—is strongly shaped by the quality of inter-agency coordination. Manual verification, repeated document submissions, inconsistent procedures, and fragmented digital systems lead to delays and inefficiencies that reduce service quality. Conversely, when coordination functions well, service completion times decrease, accuracy improves, and officers report fewer procedural conflicts.

To ensure that this model can be implemented effectively within the context of local government, several practical steps are required. First, with regard to the pillar of digital integration, local governments need to establish a roadmap for cross-agency information system interoperability, including the harmonization of data standards, the development of data exchange mechanisms, and the provision of a shared performance dashboard. This step requires clear policy support, adequate technical capacity of information technology personnel, and sustained budgetary investment.

Second, under the pillar of HR flexibility and competency sharing, the implementation of the model requires a reformulation of cross-agency human resource management, including the development of collaborative standard operating procedures, joint training programs, and functional mobility schemes that enable the adaptive deployment of public officials’ competencies in response to service needs. Potential challenges at this stage include organizational resistance, differences in work culture, and concerns regarding institutional authority boundaries; therefore, collaborative leadership and supportive regulatory frameworks become essential prerequisites.

Third, within the pillar of inclusive service collaboration, the involvement of communities and non-government stakeholders needs to be institutionalized through citizen feedback mechanisms, public consultation forums, and the use of service user satisfaction data. This approach not only strengthens the legitimacy of inter-agency collaboration but also ensures that service integration is genuinely oriented toward citizens’ needs and experiences.

In addition to these implementation steps, this study also acknowledges certain limitations, particularly the scope of the research, which is focused on a single regional context. Accordingly, future research agendas are suggested to:

- a. explore the application and effectiveness of similar HR collaboration models in different regions or public service sectors;
- b. analyze the long-term impacts of digital integration on service quality, bureaucratic efficiency, and public satisfaction; and
- c. examine the dynamics of leadership and organizational culture in sustaining inter-agency collaboration.

Overall, this study not only contributes to the development of collaborative governance theory and public sector human resource management, but also offers a practical framework that can serve as a reference for local governments in designing and implementing more integrated, adaptive, and citizen-oriented HR collaboration.

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