

# Collaborative Governance through Public Service Malls in Barru Regency: Assessment, Initiation, Deliberation, and Implementation

Irwan Alim<sup>1</sup>, Ahmad Taufik, Nurfaidah Nurdin

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## Abstract

This study investigates Collaborative Governance through Public Service Malls in Barru Regency using a qualitative, descriptive approach. Primary and secondary data sources from five informants were collected through observation, interviews, and documentation techniques, with data validity ensured using triangulation techniques. The research reveals that the Assessment phase aligns stakeholders' objectives, with the Barru Regency DPMPSTP trusted to facilitate other agencies' integration into the Public Service Mall (MPP) to realize excellent service. In the Initiation phase, the primary organizing resource is the Barru Regency DPMPSTP, while the MPP's funding sources are charged to the APBD. The Deliberation phase has been effective, demonstrating a commitment to cooperation articulated in a Memorandum of Understanding. The Implementation phase of the Public Service Mall in Barru Regency has been successful overall, as it facilitates both licensing and non-licensing services for the local community.

## Keywords

collaborative governance; public service malls; Barru Regency; stakeholder collaboration; bureaucratic reform; service delivery

## Introduction

Public services play a crucial role in the development of a country, as they are essential to fulfilling the needs of every individual in society. In Indonesia, the importance of public services has been highlighted in recent studies ([Haning, 2018](#); [Rahma, Khaerah, & Akbar, 2021](#); [Soewito, Hainun, Nurdiawansyah, Khairudin, & Amna, 2023](#)) and emphasized by Law Number 25 of 2009 concerning Public Services. This law mandates that public services should encompass various forms of activities carried out by government officials to satisfy the needs of the community in accordance with applicable laws and regulations ([Azfar, Kähkönen, Lanyi, Meagher, & Rutherford, 2018](#); [Brinkerhoff & Wetterberg, 2013](#)).

Collaborative governance has emerged as a vital aspect of modern government practice ([Harakan, A., & Ferawaty, 2020](#); [Hayat, 2017](#); [Mukarom, Laksana, & Saebani, 2016](#)), as it brings together actors from various levels, such as government or public agencies, private institutions, and civil society, to achieve common public goals ([Brinkerhoff & Brinkerhoff, 2011](#); [Hartley, Sørensen, & Torfing, 2013](#)). The concept of collaborative governance is especially relevant when addressing complex interdependencies between institutions, latent conflicts between interest groups, efforts to achieve political legitimacy, and the high costs and politicization of regulation ([Ansell & Gash, 2008](#); [Emerson, Nabatchi, & Balogh, 2012](#); [Huxham, Vangen, & Huxham, 2000](#)).

In response to the need for fast, easy, and accountable services, the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia (MENPAN-RB) introduced the Public Service Mall

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Corresponding author:

<sup>1</sup> Mushlihah Muhayyag, Department of Government Science, Faculty of Social and Political Sciences, University of Muhammadiyah Makassar  
Email: [mushlihahmuhayyag01@gmail.com](mailto:mushlihahmuhayyag01@gmail.com)

(MPP) as a breakthrough and innovation. The MPP serves as a one-stop location for the provision of public services by integrating government agencies, State-Owned Enterprises, Regional-Owned Enterprises, and the private sector. This integration aims to provide fast, easy, affordable, safe, and comfortable services to the public, thereby enhancing the overall quality of public services ([Juniarso & Sudrajat, 2014](#)).

MPP is held by a regional apparatus organization that carries out duties and functions in the field of investment and one-stop integrated services. In this case by DPMPTSP. DPMPTSP is obliged to include services of other Ministries/Institutions/Regional Governments, as well as services of State-Owned Enterprises/Regional-Owned Enterprises/private entities, based on an agreement outlined in a Memorandum of Understanding (MoU). The Memorandum of Understanding as intended is followed up with a Cooperation Agreement between the parties in the context of the use and utilization of resources, including the use of space in buildings and infrastructure/facilities.

The Adil Sejahtera Foundation (YAS), which is a companion institution in the formation of the Barru Regency MPP, said that previously in Barru Regency there was a public service center, the Masiga Center, but not all public services had joined the place. In contrast to MPP, with the concept of this Mall, all public services are available, including local government services, provincial government, BUMN, BUMD, and other public services. At the beginning of the formation of MPP in Barru Regency, there were 21 agencies with 91 service products and in 2022 there were 24 agencies and 108 service products in the Barru Regency Public Service Mall (MPP) ([Darullah, 2022](#)).

The Barru Regency Public Service Mall (MPP) was formed with several stages, namely starting with Service Coordination, both central and regional agencies, BUMN / BUMD and the private sector that will be integrated. Then in the second stage, institutional arrangements, work mechanisms between agencies and MPP business processes are carried out. In the third stage, the preparation of MPP facilities and infrastructure is carried out, and the fourth stage is HR structuring such as analyzing personnel needs and HR development. The final stage is socialization and publication as well as launching.

**Table 1.** Stages of Formation for the Barru Regency Public Service Mall (MPP)

Stage	Description
1	Service Coordination: involving central and regional agencies, BUMN/BUMD, and the private sector to be integrated
2	Institutional Arrangements: establishing work mechanisms between agencies and MPP business processes
3	Preparation of Facilities and Infrastructure: setting up the necessary facilities and infrastructure for MPP
4	HR Structuring: includes analyzing personnel needs and developing HR involved in MPP
5	Socialization, Publication, and Launching: promoting MPP to the public and conducting a launching event

Previous studies have explored the dynamics of collaborative governance in public policy ([Dewi, 2019](#)) and the innovation in public services at the Public Service Mall of Banyuwangi Regency ([Adawiyah, 2018](#)). These studies have demonstrated the effectiveness of collaborative governance and the potential benefits of the MPP in improving public services. However, they have not specifically examined the collaborative governance process within the context of the MPP in Barru Regency, which has successfully integrated various government agencies and public service providers to offer efficient and convenient services to the community ([Darullah, 2022](#)).

In contrast, this study aims to investigate the collaborative governance process through the Public Service Mall (MPP) in Barru Regency has 24 agencies and 108 service products in the Barru Regency MPP which collaborates with DPMPTSP in one building to provide services, focusing on the four stages of collaboration according to [Morse & Stephens \(2012\)](#): Assessment, Initiation, Deliberation, and Implementation. By analyzing the collaborative governance process in the context of the MPP, this research seeks to contribute to the understanding of how effective collaboration can be achieved in public services to ultimately

enhance the quality of life for citizens in Indonesia. The unique contribution of this study lies in its examination of the Barru Regency MPP as a case study, which will provide valuable insights into the practical implementation of collaborative governance principles within a specific regional context.

## Methods

This research was carried out at DPMPTSP & TK Barru Regency, while the research time was carried out for 2 (two) months. This type of research is qualitative and descriptive in nature by taking informants as many as 5 (five) people who were selected using purposive sampling technique that informants have knowledge and information about the problems studied. Data collected using instruments in the form of; Observation and Documentation and developed Interviews with informants.

This research was conducted at the DPMPTSP & TK Barru Regency over a period of two months. The study employed a qualitative and descriptive research design, with a sample of five informants selected using purposive sampling techniques to ensure they had knowledge and information about the issues being investigated. Data was collected using instruments such as observation, documentation, and in-depth interviews with the informants.

Following [Sugiyono \(2016\)](#), qualitative research analysis should be conducted interactively and continuously until data saturation is reached. The data analysis process consists of three main activities: data reduction, data display, and drawing conclusions/verification. To better illustrate this process, the activities can be presented in a table format:

Step	Activity	Description
1	Data Reduction	Filtering out irrelevant information after data collection
2	Data Display	Presenting the data in a comprehensible format, such as brief descriptions, charts, and relationships between categories
3	Drawing Conclusions/Verification	Drawing conclusions and verification at an early stage, backed by valid and consistent evidence

By following these steps, researchers can effectively analyze the data collected, leading to valid conclusions and verifications regarding collaborative governance through the Public Service Mall (MPP) in Barru Regency.

## Result and Discussion

### Preconditions for Effective Collaboration

Before diving into the results and discussion, it is crucial to establish the preconditions that are essential for effective collaboration. In the context of the Public Service Mall (MPP) in Barru Regency, it is important to recognize that stakeholders share a common interest in providing efficient, accessible, and accountable services to the community. There must be a shared understanding of the vision and mission, as well as a commitment to working together toward common goals. Furthermore, the initial conditions in a collaboration should be conducive to building trust, promoting professionalism, and ensuring consistency with applicable values and norms.

Collaborative governance in the MPP of Barru Regency requires a deep understanding of the stakeholders' roles and the resources available to support the partnership. This involves evaluating the human resources, funding sources, and physical facilities that can facilitate the collaboration process. Additionally, the initiation stage of collaborative governance necessitates the formation of a working group that brings together stakeholders to develop an action plan, build relationships, and create a cohesive team.

In order to foster a successful collaboration, stakeholders must engage in deliberation to establish the boundaries of cooperation, develop mutually agreed-upon rules, and secure a commitment to work together. This process is essential in laying the foundation for the implementation stage of collaborative

governance, where the agreed-upon strategies and programs are executed. The effective implementation of collaborative governance within the MPP in Barru Regency is contingent upon consistent adherence to standard operating procedures and maintaining a focus on serving the community's needs.

### **Assessment**

Assessment is an assessment of the initial conditions that strongly influence the success of collaborative partnerships between stakeholders. Assessment in collaborative governance involves an assessment, related to the initial conditions that greatly affect the likelihood of partnership success and an assessment of whether collaboration is necessary and possible for the purpose of solving the same problem or shared vision and mission. Involving stakeholders in the Public Service Mall (MPP) in Barru Regency there are 24 agencies and 108 service products in the Barru Regency MPP which collaborate with DPMPTSP & Barru Manpower in one building to provide services to the community with the principles of Integrity, Accountability, Efficacy, Accessibility, Coordination and Convenience in service.

DPMPTSP & Manpower and the 24 agencies in the Public Service Mall in Barru Regency have the same vision and mission, although written in different languages, but generally have the same mission of organizing public services in the Barru district government which are equally committed to achieving common goals. DPMPTSP & Labor here is tasked with gathering and coordinating all the instances in Barru Regency that demonstrate public services.

Based on the results of the interview, it is concluded that Collaborative Governance which aims to solve the same problem to realize Law Number 25 of 2009 which demands fast, easy, and accountable services, the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia (MENPAN-RB) Regulation Number 23 of 2017 concerning the Implementation of Public Service Malls as a breakthrough and innovation to realize excellent service. The Public Service Mall, hereinafter referred to as MPP, is a form of collaborative governance, namely integrated services between central and regional services, as well as private services in one place to meet all community needs.

Mall Public services must be in accordance with applicable values and norms so that collaboration can be adopted easily and run according to plan as well as appropriate initial conditions, and consistent with applicable values. It is concluded that collaboration in public services in the MPP of Barru Regency prioritizes professionalism in serving the community in accordance with applicable laws and regulations. Because according to the purpose of DPMPTSP & Barru Manpower collaborating with several institutions in Barru Regency in one MPP Masiga building to provide services to the community with the principles of Integrity, Accountability, Empowerment, Accessibility, Coordination and Convenience.

The initial conditions in a collaboration are influenced by several phenomena, namely stakeholders having common interests and visions to be achieved, past history of cooperation, mutual respect for existing cooperation, trust of each stakeholder, imbalance of power, resources, and knowledge as the purpose of the presence of the Public Service Mall is to provide convenience, speed, affordability, security and comfort to the community in obtaining services. In addition, to increase global competitiveness in providing ease of doing business in Barru Regency.

Based on the results of observations in the field, the similarity of vision and mission between DPMPTSP & Manpower and other agencies in Barru Regency is in line with the latest public service paradigm which is not just about providing fast service but services that have built trust between them, in fact, although the written vision and mission have different language, they have the same similarity, namely providing easy and affordable public services. DPMPTSP & Manpower of Barru Regency, which is at the coordination level, is trusted to facilitate other agencies to join the MPP to channel the programs they bring to help run the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia (MENPAN-RB) Number 23 of 2017 concerning the Implementation of Public Service Malls as a breakthrough and innovation to realize excellent service.

### **Initiation**

Initiation, is where once it is clear that collaboration is needed in the Public Service Mall in Barru Regency, then this stage will be carried out by involving the role of sponsors or may be the resource itself as well

as gathering stakeholders to develop a working group. The initiation stage emphasizes "soft skills" to organize, build relationships and build a team in implementing collaboration. Human resources in the implementation of MPP are all DPMPTSP personnel and representatives of the parties joining the MPP. Representatives of the parties as intended are service officers who are placed on duty at the MPP based on the determination/assignment of each Head of the parties joining the MPP in accordance with applicable laws and regulations.

Resources are one of the most important factors that cannot be separated from an organization, both institutions and companies. Resources are also the key that determines the development of cooperation. The essence of resources can be in the form of humans as movers, thinkers and planners to achieve common goals and funds as well as physical facilities are also resources that can support work in an organization. Human resources in the process of implementing Collaborative Governance to implement services in the Public Service Mall can be said to be sufficient to carry out the process. all Barru Regency DPMPTSP apparatus are the main organizers of services in the Public Service Mall and institutional personnel involved in the MPP process have their respective front offices to support this collaboration program. This statement confirms that the Barru DPMPTSP apparatus is the main organizer in the Public Service Mall which is responsible for providing service data processors; information technology technicians; electricity and network technicians; MPP facility maintenance personnel, information officers; complaint handling units; and security officers and parking officers who are given responsibility for this collaboration process.

Meanwhile, the source of funds is a financial tool used to find out where the funds are obtained and what they are used for, the source of funds is the point where a service process can run in the Public Service Mall. Based on the results of the interview above, it can be concluded that the sources of funds used in the implementation of the Public Service Mall in Barru Regency such as operational costs, building maintenance, electricity, water, internet and telephone networks used for the implementation of MPP are charged to the APBD at DPMPTSP while financing related to the implementation of service functions is the responsibility of each agency incorporated in the MPP which is charged to the APBD. Based on the results of the above observations, the collaboration initiated in the Barru Regency Service Mall, especially regarding its resources, is quite adequate because the human resources in organizing the MPP are all DPMPTSP personnel and representatives of the parties joining the MPP, while the Source of Funds is also quite adequate because the implementation of the service functions of each agency is the responsibility of those incorporated in the MPP which is charged to the APBD.

## **Deliberation**

After starting the process with the working group and getting a commitment to work together, the deliberation stage was implemented. The Deliberation stage is "a process of deliberation to determine an agreement in the collaboration process carried out by stakeholders in obtaining a commitment to work together". In this case, what is meant by deliberation is the existence of basic rules, the boundaries of cooperation of who is involved and who cannot be involved (boundry and exclusivity) there are clear and mutually agreed rules (rules) in determining an agreement in the deliberation process.

The meeting began with the presentation of the plan to organize the Barru Regency Public Service Mall by the Head of the Barru Regency Investment and One-Stop Integrated Service Office. In his presentation, it was explained that one of the bases for the implementation of MPP is the PANRB Ministerial Regulation No. 23 of 2017 concerning the Implementation of Public Service Malls. Where the purpose of organizing MPP is to provide convenience, security and comfort to the public in obtaining services in addition to increasing global competitiveness in providing ease of doing business in Indonesia, especially in Barru Regency.

The organizer of the MPP is the Regional Apparatus Organization that carries out duties and functions in the Field of Investment and One-Stop Integrated Services in this case DPMPTSP Kab. Barru. The Head of DPMPTSP also explained that this MPP will be filled by various agencies from several elements of both Local Government, BUMN / BUMD, Ministries / Institutions and Banks that will join together in providing services to the community. The types of services planned to be provided at MPP include various licensing services, population, taxation, immigration etc.

DPMPTSP Barru Regency has carried out the task of coordinating all agencies and private parties in Barru Regency engaged in public services. DPMPTSP Barru Regency has been trusted in running MPP programs with other agencies. DPMPTSP must convey, communicate, and accept the participation of services of Ministries / Institutions / other Regional Governments, as well as services of State-Owned Enterprises / Regional-Owned Enterprises / private parties.

The implementation of the deliberation held at DPMPTSP Barru Regency discusses the collaboration agreement in determining an agreement on the implementation of public services. The implementation of this deliberation presents all stakeholder stakeholders in the implementation of public services. Based on the explanation above, the efforts in organizing the Public Service Mall must be with the existence of deliberations or stakeholders participating in the collaboration in order to get a commitment to work together to join the MPP as outlined in a Memorandum of Understanding and / or Cooperation Agreement between the Regional Government and each service provider in the Public Service Mall.

## **Implementation**

Implementation, after stakeholders decide on the results and strategies, collaborative governance moves to the implementation stage. In the implementation stage, several components are needed that will support, programs that will be implemented between setting the basis, deliberation, and dialogue between stakeholders in the Public Service Mall in Barru Regency. Regarding the implementation of collaborative governance in the Barru Regency Public Service Mall, in the implementation of collaborative governance provided by the Public Service Mall, has it provided the services expected by the community in terms of collaborative governance.

Based on the results of interviews with the Head of DPMPTSP Barru Regency, this public service mall has been running with the existing vision and mission, namely bureaucratic reform in various fields. The management of services at the Barru Regency Public Service Mall is considered to have a positive impact on the community because it makes it easier for the community both in licensing and non-licensing arrangements in Barru Regency because some very important services are incorporated in one place, namely the Public Service Mall. In the implementation of an activity, of course, there are standard operating procedures in the implementation of these activities, in this case including the hours / time of activities, especially public service activities at the Barru Public Service Mall.

Based on the observations of researchers in the field related to the operating hours of the Barru Regency Public Service Mall, sometimes it is not in accordance with the time that has been set, sometimes there are several agencies in MPP that are a little late in opening their public services. Based on the results of interviews with the community above, we can know that even though the operating hours at the Barru Public Service Mall have not changed, during this Pandemic, the quota for services is very limited so that people feel hampered in management.

## **Implications for Future Collaborative Governance Efforts**

The assessment of initial conditions plays a crucial role in the success of collaborative partnerships between stakeholders in the Barru Regency Public Service Mall (MPP). The assessment involves evaluating the likelihood of partnership success and determining whether collaboration is necessary and possible for solving common problems or realizing a shared vision and mission. In this case, 24 agencies and 108 service products collaborate with the DPMPTSP & Manpower of Barru Regency in one building to provide services to the community based on principles of Integrity, Accountability, Efficacy, Accessibility, Coordination, and Convenience.

Although DPMPTSP & Manpower and the 24 agencies in the Public Service Mall have different written languages for their vision and mission, they all share the same purpose of providing effective public services in Barru Regency. The MPP serves as a form of collaborative governance, integrating central and regional services, as well as private services, in one location to meet all community needs. This collaborative effort aligns with Law Number 25 of 2009, which demands fast, easy, and accountable services, and the MENPAN-RB Regulation Number 23 of 2017, which emphasizes innovation and excellent service. The initial conditions in a collaboration are influenced by several phenomena, such as stakeholders having common interests and visions, past history of cooperation, mutual respect, trust, and

a balance of power, resources, and knowledge. In this context, the MPP aims to provide convenience, speed, affordability, security, and comfort to the community in obtaining services, as well as increasing global competitiveness in providing ease of doing business in Barru Regency.

The collaborative governance process in the Barru Regency MPP includes several stages, such as initiation, deliberation, and implementation. The initiation stage involves gathering stakeholders, developing a working group, and emphasizing "soft skills" for organizing, building relationships, and building a team. Adequate resources, including human resources and funding, are essential for the success of the collaboration. The deliberation stage involves determining an agreement in the collaboration process through discussions among stakeholders, setting basic rules, and defining the boundaries of cooperation. In the case of the Barru Regency MPP, deliberation took place through meetings and presentations, with the aim of organizing various licensing services, population, taxation, immigration, and other services.

Finally, the implementation stage focuses on executing the strategies and programs agreed upon by the stakeholders. In the case of the Barru Regency MPP, the implementation stage has generally been successful, with bureaucratic reform in various fields and a positive impact on the community. However, some challenges remain, such as occasional delays in opening public services and limited service quotas during the pandemic. Barru Regency Public Service Mall serves as an example of successful collaborative governance, with stakeholders working together to provide efficient public services. The assessment of initial conditions, the involvement of stakeholders with shared interests and visions, and the proper execution of initiation, deliberation, and implementation stages contribute to the success of this collaboration. Nonetheless, there is room for improvement in certain aspects, such as adherence to operating hours and addressing service limitations during the pandemic.

## Conclusion

Collaborative Governance through the Public Service Mall in Barru Regency can be concluded that the Collaborative Governance Assessment has aimed in the same direction, namely the DPMPSTP of Barru Regency which is at the coordination level is trusted to facilitate other agencies to join the MPP to realize excellent service. Initiation The main organizing resource for the Public Service Mall is the DPMPSTP of Barru Regency, while the source of funds used in organizing the Public Service Mall is charged to the Regional Revenue Budget. Deliberation has gone well, there is a commitment to cooperate as outlined in the Memorandum of Understanding. Implementation of the Public Service Mall in Barru Regency is generally going well because it makes it easier for the community both in licensing and non-licensing arrangements in Barru Regency because some very important services are incorporated in one place, namely the Public Service Mall.

Based on the conclusions above, the researcher provides suggestions, namely the One-Door Integrated Service Investment Office should provide or create a Special Website for the Public Service Mall which includes licensing, service, and complaint issues so that the public is not confused in obtaining information so that the services provided are better. It is recommended for each Service Tenant in the Barru Regency Public Service Mall to increase the service quota, adjusted to the number of applicants so that the public does not need to queue long before the MPP opens and provide adequate seating.

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