

Collaborative Management Model in the Passport Delivery Service Innovation Program at the Class I Immigration Office of Makassar City

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ABSTRACT

The purpose of this study was to formulate a collaborative management model in the passport delivery service innovation program at the Class I Immigration Office of Makassar City. This study uses qualitative methods. Data collection is done through interviews, observation and documentation. The data were analyzed through data reduction, data presentation, and drawing conclusions. The results show the characteristics of the collaborative management model that is characterized in passport delivery services, namely the jurisdiction-based management model. This model emphasizes on juridical-based strategic reasons. recipient donor models. The model focuses on the involvement of actors as donors and recipients, compromise in problem solving and reactive models. This model is based on a shared commitment and mission to serve the community.

Key Words: Collaboration Management, Innovation Program, Passport Service

INTRODUCTION

Collaboration is an innovation carried out by several actors/institutions in carrying out similar activities. With innovation, it is hoped that actors or institutions can achieve a goal more effectively. Therefore, innovation in collaboration must have a positive purpose. The purpose of collaboration in general is to solve problems, create something, and find something in the face of a number of obstacles. The collaboration proposed by Lai (2011) is "mutual engagement of participants in a coordinated effort to solve a problem together" meaning that collaboration is a reciprocal relationship between participants who collaborate in an effort to establish a coordinated relationship to solve a problem together. .

Collaboration with other parties aims to improve service quality and can give birth to an innovation in the implementation of public services. Innovation in public services is one of the efforts to meet people's expectations and make services more quality, because the quality of public services is a reflection of the quality of the government bureaucracy. Therefore, innovation for local government has become a necessity in the context of referring to regional development which in turn has an impact on improving people's welfare.

According to Sangkala (2014) Innovation and analysis of successful practices, shows that there are five main strategies in the government sector, namely: First, integrated services, where the public sector offers an increase in a number of services, citizens have simple expectations where citizens

ask for services provided and accompanied by convenience. Public authorities often integrate products and services to meet their needs and expectations, for example the use of call centers, email, e-government and others. The collaborating parties are structured through a collaboration model as a basic element of collaboration that forms a series in the administration of public services. The collaboration model is a description of the stakeholders involved and the roles, duties and responsibilities of each stakeholder which is explained through the causal relationship of collaboration elements that occur repeatedly to form a framework to describe a collaboration. The collaboration model reflects the extent to which the shared responsibilities of various series of activities in a collaboration are shared.

Based on the components of the collaboration theory that have been stated above starting from the process, success and collaboration management models will be explained in more detail in the literature review, but it is also necessary to provide a summary in the introduction with the aim of mapping out theoretical problems starting from the process, success, and collaboration management models. From the explanation of the collaboration theories above, it is considered capable of explaining the phenomena related to collaboration in the passport delivery service innovation program at the Makassar City Immigration Office Class I with PT. Pos Indonesia Makassar Branch. The effectiveness of a collaboration in the implementation of public services, should be seen as a whole or simultaneously, both in terms of process aspects and the success of collaboration. Based on this research, the author looks at collaboration comprehensively starting from the process approach, success, to the arrangement of the collaboration management model.

METHODS

This study uses qualitative methods. Data collection is done through interviews, observation and documentation. The data were analyzed through data reduction, data presentation, and drawing conclusions. The collaboration model with the management model approach developed by Agranoff (2004) is: Jurisdiction-Based Management Model, Abstinance model, Top down model, Donor-Recipient model Reactive Model and Contented model.

RESULT AND DISCUSSION

The collaborative management model of passport delivery services at the Class I Immigration Office of Makassar City is based on the idea in the collaboration model theory proposed by Agronoff and McGuire (2003) that the collaborative management model consists of six models, namely:

1. Jurisdiction -Based Model

Based on the view put forward by Agronoff & McGuire (2003) that the Jurisdiction Based Management Model means that collaborative management is carried out with several actors from various governments and the private sector with jurisdiction-based strategic reasons. Thus, the reason for this is due to resource factors, namely legal authority, funding, organization, expertise and information to achieve goals and complete tasks. Therefore, bargaining and negotiation are important instruments in jurisdiction-based collaboration management. Bargaining in providing alternatives to unilateral concessions and producing mutually beneficial solutions.

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In the previous discussion, Makassar City Immigration Class I built a cooperative relationship with PT. Pos Indonesia Makassar Branch based on the reasons for the limited resources and facilities of Makassar City Immigration Class I in the implementation of passport delivery services to the public. In the implementation of passport delivery services, the commitment of the actors is needed for the common good so that there is room for negotiation and bargaining between Class I Immigration Makassar City and PT. Pos Indonesia Makassar Branch in solving problems faced in passport delivery services to the public.

In bargaining and negotiations that do not benefit certain parties but are based on the integrity of public services related to the commitment and awareness of the government and the private sector in serving the community. With this in line with the opinion of Louis Gawthrop in Denhardt & Denhardt (2015) commitment to oneself in democratic service, at least requires a deliberate and mature awareness of (1) ethical democratic impulses; (2) transcendent values of democracy; (3) moral vision of democracy.

2. *Abstinence Model*

This model in collaboration management that has been proposed by Agronoff & McGuire (2003) suggests that there is an inability of actors to collaborate so that they choose not to be involved in various programs (Anani et al., 2020). On the grounds that there is a lack of resources to collaborate and object to the involvement of the government or other parties and then to avoid procedures, the rules are too heavy. Thus, the collaborative management model is not compatible with the collaborative management model developed in providing passport delivery services at the Class I Immigration Office of Makassar City.

Based on the results of the study, it was explained that the Makassar City Immigration Class I cooperation with PT. Pos Indonesia Makassar Branch was carried out in order to carry out procurement or task execution in providing the resources needed in passport delivery services at the Makassar City Immigration Office Class I. Class I Immigration Makassar City provides space and a role for PT. Pos Indonesia Makassar Branch to support and contribute to the success of the innovation program in passport delivery services. The involvement of PT. Pos Indonesia Makassar Branch in passport delivery services is also based on the public interest in responding to the fulfillment of public service needs. Class I Immigration Makassar City is aware of the obstacles faced in accelerating passport services so that it determines the policy of cooperation with PT. Pos Indonesia Makassar Branch.

3. *Top Down Model*

This top-down collaborative management model requires strict control from the central government in the implementation of programs or activities, therefore the success of the program is highly dependent on the willingness of the local government to implement the program. This model is a bureaucratic dilemma decision about how to achieve the goals and objectives set by the government, through the actions of other governments. Therefore the main aspect of this collaborative management model is compliance with local government.

The top-down collaborative management model contains the idea that implementation in public services makes the actors in the local government to do what is ordered and control the sequence of stages in a system. This top-down collaboration management model is related to the passport delivery service innovation program at the Makassar City Immigration Office Class I specifically that this model is not represented in the passport delivery service collaboration management model. As with Class I Immigration Makassar City as an actor who has the authority to manage this cooperative relationship autonomously with PT. Pos Indonesia Makassar Branch as a partner for the implementation of passport delivery services at the Makassar City Class I Immigration Office. The implementation of the passport delivery service is carried out together in synergy in carrying out their respective duties and responsibilities that have been regulated in the agreement of actors both from the Makassar City Immigration Class I and from PT. Pos Indonesia Makassar Branch, so that in the implementation of this service there is no vertical control from the central government or in other words the Director General of Immigration and Immigration Class I Makassar City.

Collaborative management in passport delivery services is built in a formal structure but is not commanding, because the collaboration management between Class I Immigration Makassar City and PT. Pos Indonesia Makassar Branch is carried out in a horizontal collaboration that has a balanced degree of relationship status. In the sense that in the operational activities of the passport delivery service, interaction does not occur in the relationship between subordinates and superiors, but is more in a network of activities that prioritizes partnership relationships that provide mutual benefits to these two organizations.

4. Donor Recipient Model

Referring to the donor recipient collaboration management model proposed by Agronoff & McGuire (2003) where the collaboration process in this model is built for the interests and needs of certain actors or parties through a control system run by these actors. In practice the implementation of passport delivery services at the Makassar City Immigration Office Class I. provides an illustration that basically there is the involvement of grantors and grantees (givers and recipients) in the passport delivery service program at the Class I Immigration Office of Makassar City. This is in line with the concept of donor-recipient collaboration model which emphasizes that this model focuses on the involvement of grantors and recipients (grantors and grantees) and compromise, participating in solving a problem.

Based on the results of the study, it was revealed that in the implementation of passport delivery services at the Makassar City Immigration Office Class I, the collaboration between Makassar City Immigration Class I and PT. Pos Indonesia Makassar Branch was carried out on the basis of meeting the community's needs for passport services. However, in this collaboration, PT. Pos Indonesia Makassar Branch is the party that provides resource support and expertise in passport delivery services at the Class I Immigration Office of Makassar City.

As stated by Massimo Tommasoli in Sangkala (2012) that responsive government is an institution that allows two basic principles to be expressed through a practical order, namely through a process of transparency, representation, and accountability. Transparency and responsiveness to citizens as well as processes that support a culture of participation in which a variety of media, civil society activities, political party competition and other mechanisms enable all citizens to be able to voice

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their public aspirations. If this is implemented, it will have an impact on the legitimacy of the program from the public.

5. *Reactive Model*

This collaborative management model emphasizes the desire of citizens, institutions or organizations to choose to participate and not participate in a program. According to Agronoff & McGuire (2003) which explains several strategic reasons why they do not want to collaborate. The first is in principle autonomy and jurisdictional integrity. Each government unit must be autonomous and free to make decisions based on the preferences of citizens, not dictation or mandate from the central government. The second reason is that there is a political-administrative dichotomy, so that it is decided that intergovernmental activity is undesirable, which can then lead administrators not to get involved. Third, these activities are not driven by a mission. Fourth, several other institutions or organizations already provide these services. To avoid overlapping services the organization should not be involved as this is often perceived as bad management.

Based on what was stated by Agronoff & McGuire, and then revealing the practice of providing passport delivery services at the Makassar City Immigration Office Class I based on the results of the study, that the implementation of the passport delivery service was due to the synergy participation between Makassar City Immigration Class I and PT. Pos Indonesia Makassar Branch. The impetus for Class I Immigration of Makassar City and the PT. Pos Indonesia Makassar Branch to be involved in collaboration because of their commitment and mission in the common interest to serve the community.

Synergy and shared missions in collaboration concerning public services in Agus' view, (2010). explained that collaborative management rests more on a common vision and mission. The achievement of the mission and vision becomes a source of inspiration and initiative from the actors involved in the partnership to manage public services. In partnerships in providing public services, each institution involved has equal autonomy and position so that the relationship between actors is more functional and not a hierarchical relationship. Therefore, persuasion, negotiation and consensus become important values in the development of collaborative management.

Collaboration exists because of limited resources owned by Immigration class I Makassar City in fulfilling passport delivery services. as stated by Jones in Alwi (2018) that one of the main characteristics of collaboration with stakeholders or other actors is due to the scarcity of important resources to achieve goals or meet the needs of the organization and or overcome very complex problems that cannot be solved. allow the organization to resolve it on its own. The resources referred to here are not only related to funding or budgeting but also all resources that support the achievement of collaboration goals, in this case the implementation of effective and efficient public services and policies.

6. *Contented Model*

This model according to Agronoff & McGuire (2003) emphasizes strategy rather than collaborative activities. In this model, it is more opportunistic and exploits the environment according to the preferences of the local government or the organization itself. This collaborative management model is not in line with the approach in providing passport delivery services at the Class I Immigration Office of Makassar City. Basically, the collaboration of passport delivery services emphasizes

collaborative activities for the common interest, not on the interests of groups or the benefits of certain parties.

Based on the results of the study, it was revealed that the collaboration of passport delivery services at the Class I Immigration Office of Makassar City was more of a common interest to provide services to the community, not the desire or preference of the Makassar City Immigration Class I actors or PT. Pos Indonesia Makassar Branch. In the passport delivery innovation program whose benefits are shared without any benefit, this collaboration can have implications for the effectiveness of passport delivery services to the public.

In the view of Hodge and Anthony in Alwi (2018), they argue that the reasons that encourage organizations to form collaborations with other organizations include the first cost benefit (inducement-contribution) meaning that in an organization or group of organizations cooperate with other organizations, if the profits obtained are greater. of the cost of the collaboration. The main advantage is getting rid of dependence on the environment. This is done, because they believe that by cooperating will be far better profitable than doing it individually, in the case of not cooperating. Second, there are opportunities to cooperate, namely this organization was born because there are common interests among stakeholders. As a follow-up to this, they agreed to build cooperation to solve complex public problems. The existence of cooperation between these organizations because they already have the norms that encourage it. Likewise, because they have previously collaborated with others, making it easier to form such cooperation.

The contented model in collaborative management according to Agronoff & McGuire (2003) when linked to the meaning of public administration according to Caiden in Keban (2008) is interpreted as administration of public which refers to how the government acts as the sole agent in power or as an active regulator and always takes the initiative. in regulating or taking steps and initiatives that they think are important or good for the community because it is assumed that the community is a passive party, underprivileged, and must submit to and accept whatever is regulated by the government. This can be seen as a form of governance in the perspective of classical public administration.

Passport delivery services at the Makassar City Immigration Office Class I based on research results that the Makassar City Class I immigration collaboration with PT. Pos Indonesia Makassar is not based on profit-seeking collaboration that exploits the interests between the two parties, only limited to mutually supportive cooperative relationships resources for the benefit of society. in this case in accordance with the opinion of Hakim, (2014) explained that as a customer-oriented government, it is not a bureaucracy. Citizen-oriented services encourage them to choose the services they need.

Emperik Model (Exiting Model) Collaborative Management of Immigration Class I Makassar City and PT. Pos Makassar in Passport Delivery Services at the Class I Immigration Office Makassar City.

In this section, an empirical model of collaboration management of Makassar City Immigration Class I with PT. Pos Indonesia Makassar Branch is presented in the passport delivery service at the Makassar City Immigration Class I Office. To explain the empirical model of collaboration management by referring to the collaboration management model proposed by Agronoff and McGuire (2003) which divides it into six collaboration management models, namely (1)

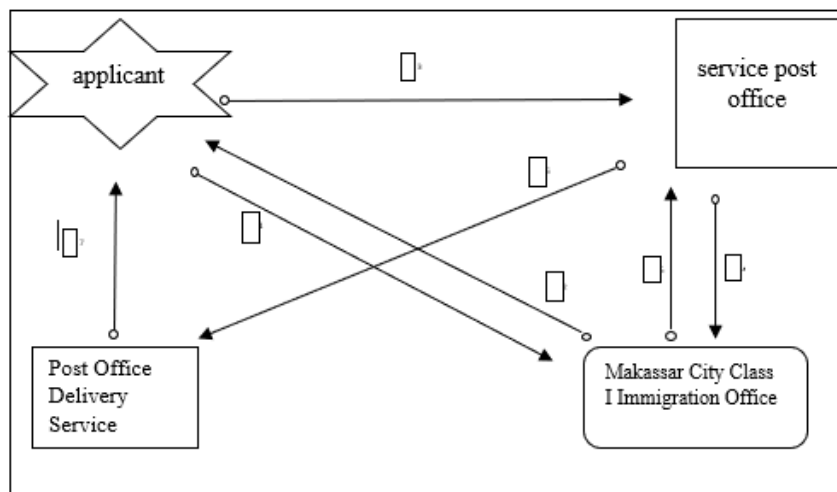
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jurisdictional-based management (2) abstinence model (3) top-down model (4) donor recipient model (5) reactive model (6) contented model.

Based on the results of research and discussion that have been put forward and found an empirical model in passport delivery services at the Class I Immigration Office of Makassar City, of the six models referred to there are three models that meet the criteria of the characteristics developed by Agronoff and McGuire. The model in question is (1) jurisdictional-based management (2) donor recipient model (3) reactive model. In the jurisdictional-based management model that emphasizes collaboration between government and private sector actors with jurisdictional and opportunistic strategic reasons. that is the reason because of the resource factor, namely legal authority, funding, organization, expertise and information to achieve goals and complete tasks. Therefore, to achieve this strategic step, government actors seek and offer private actors who have the resources and ability to achieve these goals. In the passport delivery service, bargaining and negotiation are important instruments in jurisdiction-based collaboration management with the aim of providing alternatives and producing solutions in the implementation of passport delivery services.

Meanwhile, in the form of a collaborative passport delivery service innovation program initiated by the Immigration Class I Makassar City, which aims to provide convenience for the public in obtaining passports through passport delivery services through the Makassar Branch of PT. Pos Indonesia. By utilizing the passport delivery service, people do not have to come and queue again at the Makassar City Immigration Office Class I to get a legal passport that has been completed. A detailed explanation of the design of the passport delivery collaboration process at the Makassar City Immigration Office Class I follows::

Figure 1. Design of the Collaborative Process Model for the Passport Delivery Service Innovation Program at the Class I Immigration Office of Makassar City



Source: Makassar City Class I Immigration Office 2020

The role of each actor in the collaboration process with the model of the passport delivery service procedure flow at the Makassar City Immigration Office Class I is described as follows:

1. The applicant comes to the Makassar City Immigration Office Class I, to complete the specified requirements

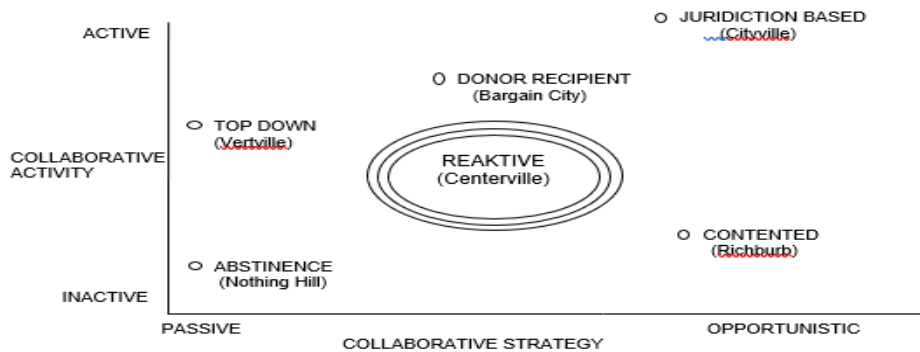
2. If the requirements have been met, the applicant will receive the MPN G-2 billing code for deposit to the State treasury.
3. The applicant submits the billing code and pays the passport fee to the Makassar branch of the Indonesian Post Office counter or other payment place, if the applicant wants his passport to be delivered to his home, the applicant increases the delivery fee, by signing a power of attorney and receiving a signature receipt of the file.
4. The post office submits the applicant's passport application file (proof of state receipt and Fc. KTP and power of attorney) to the Makassar Class I Immigration.
5. The service division of the Indonesian Post Office Makassar Branch receives the applicant's passport from the Makassar City Immigration Class I no later than 3 (three) days after the submission of the file from the Makassar Branch of the Indonesian Post Office to the Makassar City Immigration Class I.
6. On the same day the service division of the Indonesian Post Office Makassar Branch handed over to the passport delivery section
7. The passport delivery section delivers the passport to the applicant no later than 1 (one) day after receiving it from the post office service section.

The collaboration of Class I Immigration of Makassar City and PT. Pos Indonesia Makassar Branch in passport delivery services at the Class I Immigration Office of Makassar City, where the model is not in accordance with the other collaborative management model proposed by Agronoff & McGuire (2003) such as the abstinence model, top-down models and contented models. In the abstinence model, actors try to avoid collaboration due to lack of resources and avoid the existence of collaboration rules and processes. Meanwhile, in the implementation of passport delivery services at the Makassar City Immigration Office Class I, where PT. Pos Indonesia Makassar Branch is very responsive to their involvement in passport delivery services. The involvement of PT. Pos Indonesia Makassar Branch is based on open communication on the lack of resources owned by Class I Immigration Makassar City in providing passport delivery services to the public. So that the collaboration process occurs is formal in nature which makes room for negotiation in decision making so that there is no autonomy or monopoly of certain actors.

In the context of collaborative management of passport delivery services which emphasizes the dimensions of collaboration strategies where relationships are based on trust and commitment that strengthen collaboration between Class I Immigration Makassar City. This instrument does not have a single actor so that in the relationship the actors are not hierarchical. Through a collaboration strategy in related aspects, passport delivery services are carried out with open communication so that there is mutual trust and understanding in formulating and implementing passport delivery services at the Class I Immigration Office of Makassar City.

As the empirical management model of Makassar City Immigration Class I collaboration with PT. Pos Indonesia Makassar Branch in passport delivery services at the Makassar City Immigration Class I Office. To see the model reference, the theoretical model of collaborative management according to Agronoff & McGuire (2003) is presented as follows:

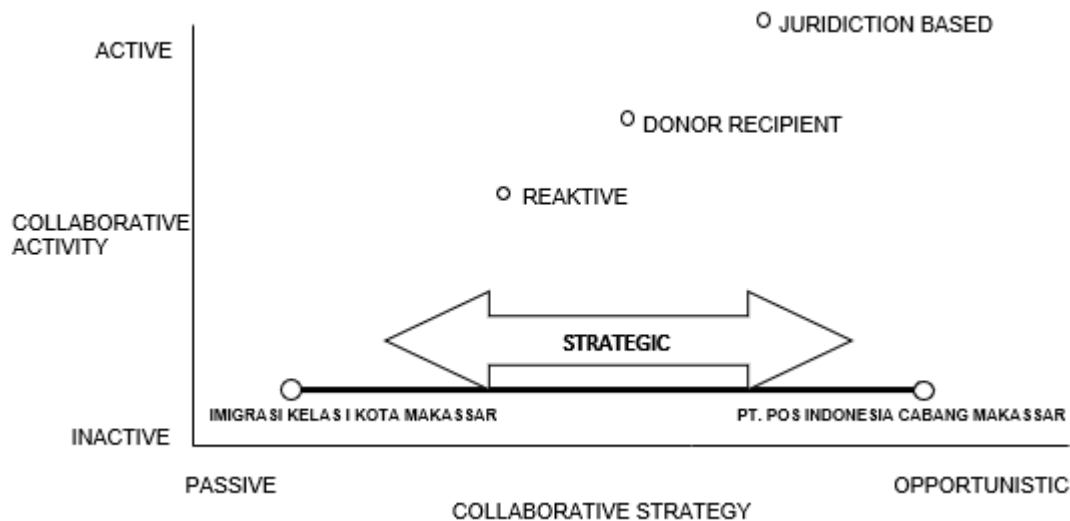
Figure 2. Collaborative Management Theoretical Model



Source: Agronoff & McGuire (2003)

Based on the theoretical model above which was adapted from the results of the study by Agronof & McGuire (2003), the empirical model of collaboration management of Class I Immigration Makassar City with PT. Pos Indonesia Makassar Branch in passport delivery services can be described based on the results of the study as follows:

Figure 3. Emperik Model (Exiting Model) Collaborative Management of Immigration Class I Makassar City with PT. Pos Indonesia Makassar Branch in Passport Delivery Services



The government's collaborative strategic approach in passport delivery services, where the mechanism for collaboration activities is carried out horizontally between Class I Immigration Makassar City and PT. Pos Indonesia Makassar Branch by referring to the public-public collaboration approach and can be classified in two institutions or departments at the same level from the government. The involvement of PT. Pos Indonesia Makassar Branch in the framework of collaboration with Immigration Class I Makassar City, based on research results because of the impetus for strategic reasons. Collaboration strategy as an opportunity to solve a problem with limited resources in the implementation of passport services, especially in passport delivery services. The actors realize that by building collaboration in passport delivery services, they can provide material value that provides mutual benefits to their respective organizations.

Recommendation Model for Class I Immigration Management for Makassar City and PT. Pos Indonesia Makassar Branch in Passport Delivery Services at the Makassar City Class I Immigration Office.

In this section, the recommended model (*das sollen*) is presented in the collaboration of passport delivery services at the Class I Immigration Office of Makassar City. The development of the *das sollen* model is built from the results of the discourse between the reality (*das sein*) how the passport delivery service innovation program takes place at the Makassar City Immigration Office Class I with the collaborative management model framework that has been stated in the sub-chapter above.

Based on the results of the study with reference to the collaborative management model offered by Agronoff & McGuire (2003) as previously described, a collaborative management model for the Class I Immigration of Makassar City and PT. Pos Indonesia Makassar Branch was found in the passport delivery service at the Class I Immigration Office. Makassar city. in accordance with the jurisdictional-based management model, the donor-recipient model and the reactive model which emphasizes collaborative activities that are jurisdictional and the limited resources of Immigration Class I Makassar City to fulfill the needs of passport services to the community, thus involving PT. Pos Indonesia Makassar Branch as a donor organization that have the resources or capabilities and expertise in passport delivery services at the Makassar City Immigration Office Class I.

The strategic collaborative management model is a collaboration model whose main principle is to see due to limited resources to achieve goals or to meet organizational needs so as to provide opportunities for other organizations to collaborate in fulfilling public services. The shared commitment between Class I Immigration Makassar City and PT. Pos Indonesia Makassar Branch as outlined in a formal juridical position fosters the integrity of the parties to carry out their duties and responsibilities in implementing the passport delivery service program at the Makassar City Class I Immigration Office.

In addition, the orientation to the same vision and mission in the collaboration of Class I Immigration Makassar City and PT. Pos Indonesia Makassar Branch in passport delivery services provides strength in building collaborative cooperative relationships. The similarity of vision and mission is very important to note because if the vision and mission are different then the continuity of cooperation can be disrupted. Furthermore, the differences in vision and mission between the two institutions involved in public services can be a source of conflict for those involved in collaboration.

Furthermore, in collaborative collaboration and based on trust. Trust in the collaboration process is a very fundamental basis for sustainability in establishing cooperative relationships in formulating the mechanism for implementing passport delivery services at the Class I Immigration Office of Makassar City. With the existence of trust, each collaborating party can provide power for the parties who cooperate in carrying out their duties and responsibilities in passport delivery services.

In strategic management, joint ventures and consortia of various corporations are often carried out to minimize risks and maximize the benefits of their investments. The same can be done by government and private agencies to maximize mutual benefits. According to Bovaird in Imran (2014) alliances and partnerships between the government and the private sector can provide competitive advantages in three ways. First, cooperation allows both of them to combine resources so that the economies of

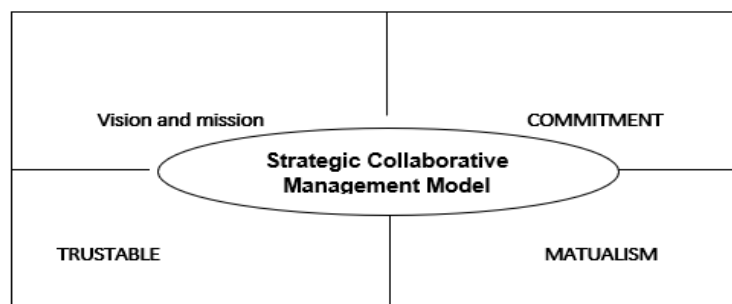
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scale in providing better and more efficient public services can be increased. Second, providing economic coverage (economies of scope), namely the ability to take full advantage of the complementarity and existing competencies of partner institutions in the provision of public services and certain activities. Third, providing opportunities for mutual learning between partners through the exchange of values, experiences and advantages of each.

The explanation above illustrates efficiency in the implementation of public services that can be realized not only through competition between actors and service providers, but also through collaborative cooperation. Thus the collaboration that was built by Makassar City Immigration Class I and PT. Pos Indonesia Makassar branch in providing passport delivery services at the Makassar City Class I Immigration Office as a form of combining resources between parties with efficient management and mutual benefit between organizations.

Based on this, it can be described an alternative model of collaboration management of Class I Immigration Makassar City and PT. Pos Indonesia Makassar Branch in passport delivery services at the Makassar City Immigration Office Class I which is called the strategic collaborative management model can be described as follows:

Picture. 4. Alternative Model of Collaborative Management in Passport Delivery Services at the Makassar City Immigration Office Class I.



Source: Results processed 2021

Collaborative management is a necessity when public service management is held in partnership, involving government institutions with at least one institution outside the government. In contrast to conventional service management, which relies more on orders and commands in controlling the behavior of its implementing apparatus, collaborative management relies more on a common vision and mission, achieving vision and mission becomes a source of inspiration and initiative from actors involved in partnerships to manage public services. Collaborative management also relies more on networks than on hierarchies. In the partnership of public service delivery, each institution involved has autonomy and an equal position so that the relationship between actors is more functional and not a hierarchical relationship. Therefore, persuasion, negotiation and consensus are important values in the development of collaborative management (Agus, 2010).

Conclusion

The collaborative management model of passport delivery service innovation at the Makassar City Immigration Office Class I refers to the form of public public collaboration with an approach that

describes the pattern of a strategic collaborative model, namely the long-term collaboration between Makassar City Immigration Class I and PT. Pos Indonesia Makassar Branch through a policy process. The strategic collaborative model between public and private agents involves situations where there are limitations in relation to the separation of constituent parties and there are transparent organizational practices that provide opportunities for the actors involved and are intended to produce mutually beneficial.

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