Research Article

Collaborative Governance In Public Service In Indonesia:

A Systematic Mapping Study

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Abstract

This research raises a problem in Indonesia's public services, with its relation to the scope of Public Administration Science. The study aims to analyze research articles in international journals with a time span from 2015 to 2019. The databases that the researchers used in the preparation of these scientific articles are Scopus and Taylor and Francis Group, which already have recognition from academics internationally. This study uses a qualitative research method with a literature review approach model in the form of a systematic mapping study. The research concludes that collaborative governance is most widely applied in public services, especially in the health sector. In addition, the method most commonly used is qualitative research methods with a case study approach.

Keywords: Marketing Performance; Green Brand Products; Market Capabilities; Green Brand Image; Innovation

INTRODUCTION

Collaborative governance is a process that cannot be separated from the current Indonesian government. Collaborative governance is only implemented by the government by providing space for other actors to participate, including the national private sector, foreigners, and the community. The involvement of these three parties together can be proven by legal legality, such as a decree or in the form of a Memorandum of Understanding (Djumiarti, 2018 : 2). According to Ansell & Gash (2017 : 3) collaborative governance is defined as a rule or a process that involves several stakeholders for wise decision making, is oriented towards joint decisions, and aims to implement public policies, program management, and increase public assets. Meanwhile, Emerson (2018 : 3 and Emerson et al., 2011 : 3) argues that involvement in collaborative governance is not only limited to government and non-government stakeholders, but also the private sector and community-based public that is built for the synergy in terms of cooperation between the government, the private sector, and with the community.

As a legitimate government administrator and regulated by law, the government is required to work effectively and efficiently in providing good public services to all its citizens. According to the Decree of the Minister of Empowerment of the State Civil Apparatus and Bureaucratic Reform (MenPAN-RB) Number 58 of 2002, there are at least three types of public services: administrative, goods, and services. Administrative services include the sector of obtaining permits, certificates, and personal documents. Licensing services are one of the most complained about by the public (Lestari, 2015). Furthermore, goods services include the drinking water service to the public and electricity. Finally, services covering the sectors of education, health, transportation, and telecommunications services. The fulfillment of all these public services is an obligation for the government, and citizens are entitled to these facilities.

Therefore, the government is required to guarantee the satisfaction of good public services. If they cannot provide good public services, it will give disappointment to citizens because the government does not fulfill their rights. According to Parasuraman et al. (1985 : 44), there are at least seven indicators of good public service. One of these indicators is that public services must have guarantees to provide satisfaction to the public. In addition, the public services provided must give trust to the public so that there is no doubt when using them. Public services must also be able to meet demands from the public. The existence of guarantees, assertiveness, reliability, and responsibility of public servants are needed in public services.
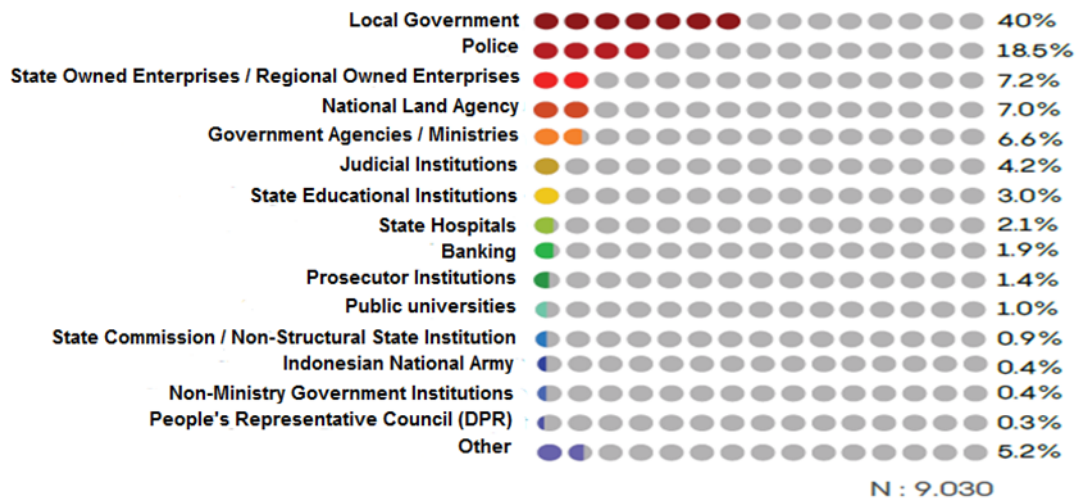
Figure 1. Agencies that received major service complaints in 2016

Source: Ombudsman, (2016 : 18)

Figure 1 shows the existence of serious problems experienced by several institutions, marked by complaints that services are deemed unsatisfactory. This problem is a shared responsibility, especially for academics, to contribute to addressing this problem. Academics can contribute to the government as a competent authority that provides public services. In addition, academics can provide conceptual ideas according to applicable academic principles.

However, in providing public services, the government has many obstacles, and the services provided are often not following standards so as not to give satisfaction to the public who use them. Based on the Ombudsman's annual report in 2016, complaints from the public regarding public service complaints reached +9,030 reports in Figure 2. The institutions that received the most complaints were the Regional Government as much as 40%, and the Police 18.5%. In 2017, public service complaint reports increased to +9,446 reports.

The agencies that received the most complaints from the public were the Regional Government with 3,445 reports and the Police with 1,042 complaints. In 2018, there was a significant decrease where complaints against public services decreased to +8,314 reports. The three agencies that receive public complaints reports are still dominated by Local Governments with +2,489 reports, Police with +801 reports, and Government Agencies/Ministries with +700 reports.
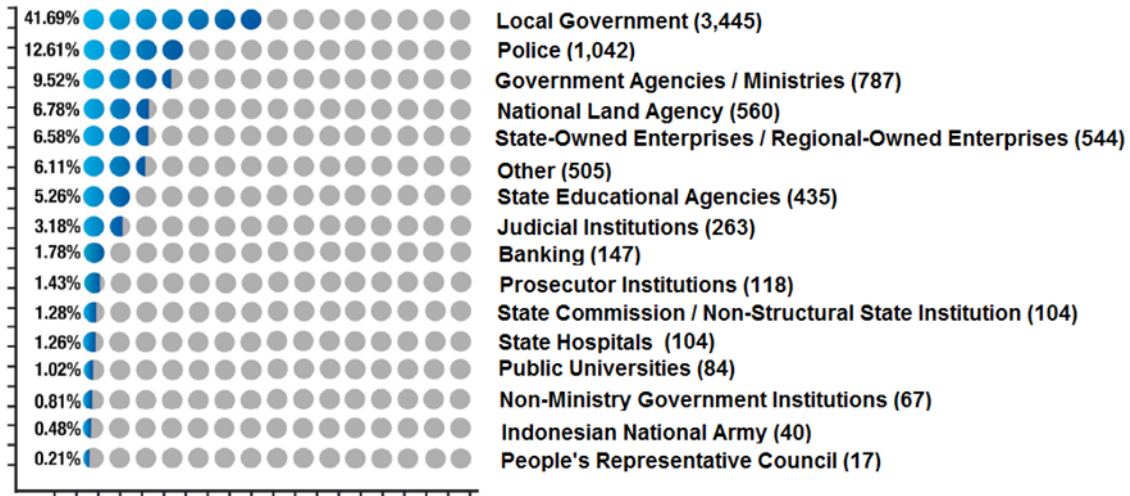
Figure 2. Agencies that received major service complaints in 2017

Source: Ombudsman, (2017 : 14)

This research will also explain the condition of public services in each province in Indonesia as well as the number of public service complaint reports. In Figures 3, 4, and 5, the researchers provide an overview of the number of reports in each province in Indonesia. Poor public services in the regions can have a negative impact on the people in the areas that receive these public services. Public services must be provided maximally by local governments, which later can be accountable to the House of Representatives in their respective regions. The following is an overview of each province in Indonesia from 2016 to 2018. The researchers obtained this data directly from the website of the Ombudsman Institute of the Republic of Indonesia:
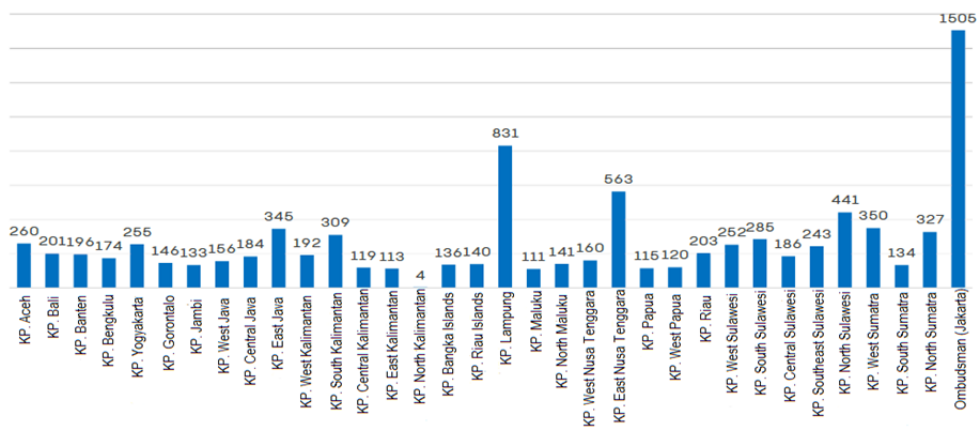

Figure 3. Distribution of public service complaint reports in 2016

Source: Ombudsman, (2016 : 18)

Figure 4. Distribution of public service complaint reports in 2017

Source: Ombudsman, (2017 : 14)

Figure 5. Distribution of public service complaint reports in 2018

Source: Ombudsman, (2018 : 14)

In addition, the researchers also provided a graph of the details of the reports that were complained of to the Ombudsman in Figure 6. This detail explains which areas of service received complaints in 2018.
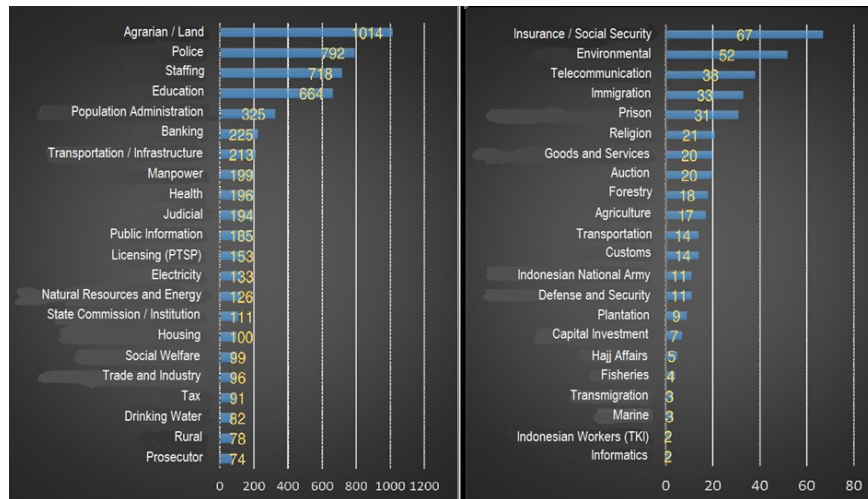

Figure 6. Details of public complaints in 2018

Source: Ombudsman, (2018 : 15)

Based on the figures above, public complaints towards public services are still dominated by the land or agrarian sector. Problems in public services have encouraged several parties to develop effective solutions in overcoming problems in public services. In the realm of Public Administration, a collaborative governance mechanism is present to overcome the current poor public services. Collaborative governance must involve many stakeholders consisting of the private sector, society, and government, who are expected to contribute actively.

In previous research (state of the art), conducted by Sranko (2011 : 212), the areas of legislation or negotiation were mostly dominated by the Central Government and Local Governments. In addition, strengthening the community's capacity to do more in following the course of collaborative governance also needs the attention of many parties, including the government (Newman et al., 2004 : 205; Prehoda et al., 2019 : 5). Another research conducted by Meier (2011 : 464) states that maximizing the potential of private sector resources, both quality human capital, finance, and technology, to achieve collaborative governance is carried out in collaboration with various parties. Therefore, collaborative governance becomes the ideal solution if applied in Indonesia in solving public service problems today.

Previous research results indicate that collaborative governance can be an alternative solution to Indonesia's public services problems today. Moreover, this is an effort to support

good governance, efforts made by collaborative governance continue to this day. One example is that the government is slowly no longer being top-down but directed towards being bottom-up. However, there are still few studies that specifically address public service issues. Therefore, researchers will use the systematic mapping study approach to provide some input and as a novelty that has not been done by several previous studies (novelty). In addition, the use of this method also provides another point of view in researching public services, especially using collaborative governance theory.

The purpose of this study is to analyze the extent to which collaborative governance in public services is applied in Indonesia with a systematic mapping study approach. In addition, this study also aims to find public services in which sectors use collaborative governance in the 2015-2019 timeframe. The focus of the location of this research is not only limited to Indonesia, but also from various countries in the world. This research will also be able to provide novelty for further research that focuses on collaborative governance.

RESEARCH METHOD

This study uses a qualitative research method with a Systematic Mapping Study approach. The approach of the Systematic Mapping Study is used to map the scope of collaborative governance research and public services that can later be applied in Indonesia based on the results of accredited international journal articles. International journal articles were obtained from the Scopus and Taylor and Francis Group databases (Elberzhager et al., 2012 : 1093). Scopus and Taylor and Francis Group have journal article qualifications that have been recognized by many academics in the world so that articles indexed by these two databases have a good reputation. Researchers also use two keywords as boundaries, namely collaborative governance and public services, to find relevant journal articles and reduce article inaccuracy. The time limit, however, is set for the 2015-2019 timeframe.

This research begins with two problem formulations as limitations in this study. The formulation of the problem will help researchers obtain research results and provide novelties that researchers can use in the future, particularly in relation to collaborative governance and public services. The two problem formulations or research questions (RQ) are as follows:

1. (RQ 1) What sectors in public services have implemented collaborative governance?

2. (RQ 2) What research methods are used in the journal articles published in 2015-2019?

The preparation of this systematic mapping study was carried out in several stages to find relevant articles. In the first stage, the researchers set two keywords in the database. Then, in the second stage, the researchers set boundaries by including the year of publication, namely 2015-2019. Furthermore, the researchers returned to identify and analyze to eliminate journal articles. This elimination process was carried out to focus more on this research only on collaborative governance and public services. To carry out the elimination, the researchers used the following detailed guidelines:

1. Elimination of journal articles that are not in English or in a language approved by the United Nations.

2. Elimination of journal articles that do not include a clear research method.

3. Elimination of abstracts of journal articles that do not discuss collaborative governance or public services.

4. Elimination of journal articles that only review books.

5. Elimination of journal articles that are not included in the realm of social sciences.

6. Elimination of journal articles that are not open access.

After passing through this second stage, the researchers conducted further deepening and analysis of the problem formulation as a limitation in this study. The process of eliminating journal articles in this third stage will decide whether the journal article is appropriate and relevant to the formulation of the problem that is the topic of this research. Finally, the researchers will provide conclusions based on the highest score obtained from each problem formulation.

RESULTS AND DISCUSSION

Based on a search through the database that the researchers had conducted in three stages, the researchers found that there were at least 30 relevant journal articles in this study. After knowing the focus, which was the main objective in this study, the researchers then opened the predetermined database site. The researchers then selected papers in the first, second, and third stages using the Scopus database and the Taylor and Francis Group database. The researchers also immediately limit the publication year to only the 2015-2019 period. To be able to find relevant journal articles, the researchers present several steps. Based on two databases, namely Scopus and Taylor and Francis Group, the researchers found 30 relevant journal articles

to compile this research. The search details made through the Scopus database differ slightly from those of the Taylor and Francis Group. In this first phase, the researchers found 399 journal articles. In the second stage, the researchers conducted eliminations and found 45 journal articles. In the third stage, the researchers again analyzed and reviewed each existing article and found 22 relevant articles.

Through the Taylor and Francis Group database, the researchers used the same keywords in the first phase and found 43,125 journal articles. In the second stage, the researchers again carried out the elimination by adding some limitations only in social science. As a result, the researchers found three journals discussing social science so that a total of eight articles were relevant in this study. This elimination process was carried out because, in this second database, the researchers found many articles discussing collaborative governance and public services from different disciplines. Thus, the total journal articles that match the keywords according to the two databases, namely collaborative governance and public services, are 30 journal articles. The following is a brief description that the researchers present as a way to make it easier for readers to understand journal article searches using the Scopus and Taylor and Francis Group databases:
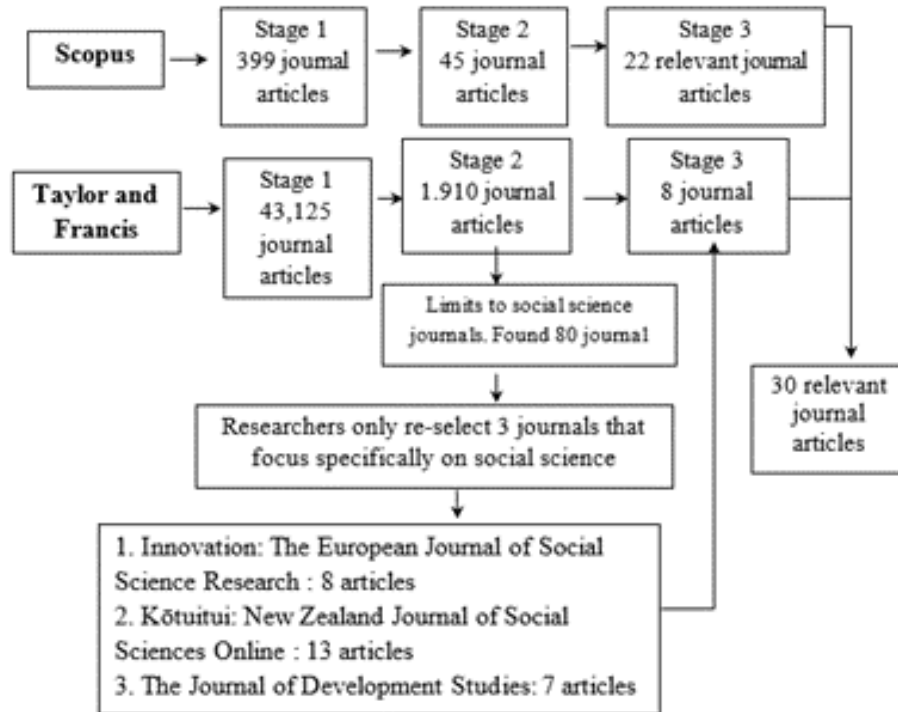

Figure 7. Literature search flow

Source: compiled from various sources

In Figure 7, you can see the difference in the number of articles in the Scopus and Taylor And Francis Group databases. Based on a keyword search on the Taylor and Francis Group database, the number of articles found was 43,125. Meanwhile, the results found from the Scopus database were only 399 articles. In the second stage, the number of articles in the Taylor and Francis Group was so high that the researchers decided to add some limitations to the social sciences and found three journals directed towards the social sciences. In total, 28 articles were found, and in the third stage, the researchers obtained eight journal articles. Furthermore, fewer results were found in the Scopus database and were more relevant in compiling this study. Therefore, the researchers found indications that the Scopus database has a higher relevance compared to the Taylor and Francis Group. These findings can be used as input for future researchers in conducting research, especially in collaborative governance and public service issues.

Based on the results of searching journal article literature, the researchers will discuss the problem's formulation. The formulation of the problem and its discussion can be seen in Table 1.

(RQ 1) What sectors in public services have implemented collaborative governance?

Table 1. The Result from RQ 1

Sector	Description	Author	Result
Health Sector	Public services provided in the health sector, in terms of medical, hospital, patient care, as well as improvement of health facilities, and infrastructure.	(Zubair et al., 2017), (Ward et al., 2018), (Thiarai et al., 2019), (Scott & Gilson, 2017), (Bekker et al., 2018), (Moscou & Kohler, 2017), (Kamugumya & Olivier, 2016), (Kim, 2015), (Jobson et al., 2017), (Rensburg et al., 2018), (Gifford et al., 2017), (Broom et al., 2016), (Bordier et al., 2018), (Addison et al., 2016), (Nóbrega et al., 2018),	15
Telecommunication Sector	Telecommunication facilities that are integrated with other sectors are built to support effective and efficient public services in urban areas.	(Zvolska et al., 2018),	1

Sector	Description	Author	Result
Administrative Sector	Increasing faster administrative services is carried out by making regulations that have strong legality by the House of Representatives as well as from the Governor and Regent.	(Webster & Cheyne, 2017), (Supromin & Choonhakhlai, 2017), (Papamichail et al., 2018), (Galli et al., 2019), (Fathimath, 2017), (Choi & Robertson, 2018), (Brinks, 2018), (Vilkė et al., 2018).	8
Goods Sector	Procurement of goods for public consumption which must be provided by the government.	(Tefera et al., 2019),	1
Transportation Sector	Transportation is a vital public service for mobilizing activities, both people and goods safely, cheaply, and comfortably to the public who access it.	(Pettersson, 2017), (Lucietti et al., 2016), (Wijs et al., 2016),	3
Education Sector	Education is the right of all citizens in a country. The state is obliged to provide good education; education is given to school age in formal schools to higher education. Education is also not limited to schools, but also family-based education and other non-formal education.	(Mao & Wang, 2018), (Hohaia, 2015),	2

Source: *(data processed by researchers)*

Based on the analysis of RQ 1 in Table 1, it can be concluded that at least 30 research results regarding collaborative governance and public services are relevant in this study. Then, in the 2015-2019 timeframe, collaborative governance in public services is widely applied in the health sector, which is the focus of public services. The health sector has become a topic that has been widely reviewed and presented in several previous studies. Thus, many public services in the health sector can be resolved through collaborative governance. Meanwhile, public services in the form of goods, such as drinking water, staple food, and fuel, it has become a topic that has been slightly raised by previous research. Only one researcher has completed a research topic in this public service sector of goods.

RQ 1 can provide input to each party that the mechanism of collaborative governance is still relevant to be developed and implemented in several public service institutions that have poor track records in society. If the public service is good, it is hoped that it can improve the community's welfare. The government cannot solve every problem alone. The government needs assistance from other parties, not only from the private sector but also from the community. Society is also a vital element in this problem. The community is also the first to feel the impact of change if public services are good.

(RQ 2) What research methods are used in the journal articles published in 2015-2019?

Table 2. The Result from RQ 2

Method	Description	Author	Result
Qualitative case study model	This method raises several cases in public service to be researched and resolved.	(Webster & Cheyne, 2017), (Ward et al., 2018), (Thiarai et al., 2019), (Tefera et al., 2019), (Supromin & Choonhakhlai, 2017), (Scott & Gilson, 2017), (Pettersson, 2017), (Papamichail et al., 2018), (Moscou & Kohler, 2017), (Kim, 2015), (Jobson et al., 2017), (Gifford et al., 2017), (Fathimath, 2017), (Wijs et al., 2016), (Brinks, 2018), (Vilkė et al., 2018), (Bekker et al., 2018).	17

Sector	Description	Author	Result
Qualitative literature review model	The qualitative method of the literature review model is used to find answers to problem formulations through several literatures, especially those related to public services in major cities in the world.	(Zvolska et al., 2018), (Zubair et al., 2017), (Mao & Wang, 2018), (Lucietti et al., 2016), (Kamugumya & Olivier, 2016), (Bordier et al., 2018), (Nóbrega et al., 2018).	7
Qualitative ethnographic model	Qualitative methods in social science discuss not only social problems but also from cultural aspects that can have a major influence on a problem.	(Hohaia, 2015),	1
Mix Method	A research method that combines qualitative and quantitative research; both of these methods are used to find facts in the field and find solutions or recommendations to a problem.	(Rensburg et al., 2018), (Broom et al., 2016), (Addison et al., 2016),	3
Quantitative survey model	The quantitative method of the survey model is used by utilizing several questions given to several informants. They will be asked both oral and written questions in accordance with existing facts and relevant theories.	(Galli et al., 2019),	1

Sector	Description	Author	Result
Quantitative experimental model	The quantitative method of the experimental model is an approach that is used by testing the theory, where this theory will be applied to a problem and find some conclusions from the trial.	(Choi & Robertson, 2018),	1

Source : data processed by researchers

Based on the analysis results for RQ 2 in Table 2, previous research used more qualitative research methods with a case study approach model. Therefore, in RQ 2 it can be concluded temporarily that in the 2015-2019 period, previous research on collaborative governance and public services used more qualitative research methods with a case study approach model. Qualitative research with a case study approach model allows previous researchers to explore more deeply about a case in public services in various countries in the world. Several studies using qualitative research methods with case studies are Supromin & Choonhakhlai (2019); Tefera, Bijman, & Slingerland (2019); Thiarai, Chotvijit, & Jarvis (2019); Ward et al. (2018); Webster & Cheyne (2017). The issue of public services is currently in the spotlight amid modernization. Researchers hope that modernization will have a good impact on current public services, both in the fields of education, health, telecommunications, transportation, and administrative services.

Nevertheless, the research methods that are very little used are quantitative with experimental models, quantitative survey models, and qualitative ethnographic models. The use of these research methods in the future will create new research that has never been done before. In addition, this study suggests that academics increase the use of quantitative methods in researching public services to provide novelty and significant contributions to public service institutions.

CONCLUSION

Based on the problem's formulation, the researchers conclude that a relevant new study can be appointed. For the formulation of the first problem, the theme of further research that can be raised is the field of public services, especially those related to the provision of goods to the public. The goods in question are public consumption goods such as staples, fuel, water for consumption, and gas for cooking, which are still minimal to be developed more widely. Apart from that, another important theme is the health sector. Health is a major issue in society and one that cannot be separated until now.

On the other hand, the second problem formulation discusses the methods used in journal article search results. Besides using qualitative research methods with an ethnographic approach model, quantitative research methods with survey and experimental approaches can be an option in further research. The development of these two types of research is still very minimal. In addition, researchers in Public Administration mostly use case study form. Therefore, in this article's preparation, the researchers encourage future researchers to use more quantitative methods, both in the form of survey and experimental or a combination of the two.

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