

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

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

Isnawiyah^{1*}, Siti Mujanah², Riyadi Nugroho³

^{1,2,3} Universitas Tujuh Belas Agustus Surabaya; e-mail : isnawiyah15@gmail.com
e-mail : isnawiyah15@gmail.com¹, sitimujanah@untag-sby.ac.id², riyadi@untag-sby.ac.id³,
*Corresponding Autor : Isnawiyah

Abstract: This Public service reform in Indonesia has increasingly emphasized inter-agency collaboration as a mechanism to improve administrative efficiency, service integration, and responsiveness to citizens' needs. However, in many regions including West Kotawaringin Regency collaborative efforts remain fragmented due to uneven human resource (HR) competencies, inconsistencies in standard operating procedures (SOPs), and incomplete technological integration across institutions. This study aims to examine the current conditions of HR collaboration, identify 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 involving leaders and operational officers from various regional institutions. Data analysis was conducted using NVivo 15 to generate thematic coding, word clouds, hierarchy charts, and project maps. The findings demonstrate that existing collaboration is still transactional and administrative, characterized by physical co-location of offices at the Public Service Mall (MPP) but lacking systemic interoperability. Three critical themes emerged: (1) gaps in HR distribution, capacity, and role clarity; (2) structural and behavioral constraints such as sectoral ego, SOP discrepancies, and limited digital integration; and (3) opportunities to strengthen collaboration through shared dashboards, inter-agency forums, and cross-functional HR mobility.

The study proposes a three-pillar Integrated and Adaptive HR Collaboration Model consisting of (1) comprehensive digital integration, (2) HR flexibility and competency-sharing, and (3) inclusive service co-creation involving communities. This model offers theoretical contributions to collaborative governance and provides practical direction for regional governments seeking to enhance public service effectiveness.

Keywords: human resource collaboration; public service effectiveness; inter-agency coordination; NVivo analysis; collaborative governance; West Kotawaringin.

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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.

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 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.

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.

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.

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:

- 1) **Reliability**, delivering services dependably and accurately.
- 2) **Responsiveness**, willingness to assist customers promptly.
- 3) **Assurance**, employee competence and courtesy that instill trust.
- 4) **Empathy**, individualized attention to service users.
- 5) **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:

- **Law No. 25/2009 on Public Services**
- **PP No. 28/2018 on Integrated Service Standards**
- **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:

- 1) **Digital interoperability**
Systems capable of exchanging citizen data reduce duplication.
- 2) **SOP harmonization**
Shared processes support predictability and fairness.
- 3) **Shared governance mechanisms**
Joint forums, working groups, and cross-agency agreements enable alignment.
- 4) **HR standardization**
Competencies, ethics, and performance standards must be uniform.

- 5) 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

Conceptual Framework
of Inter-Institutional Collaboration
Model of West Kotawaringin Regency



(Gambar 1.1)

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.

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:

- Regional work units (SKPD)
- Division heads and coordinators
- Frontline service officers stationed at the MPP
- Human resource officers
- IT and administrative support staff
- 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.

Tabel 1.1 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 Kotawaringin Regency	Selected because he is one of the commissioners of the KPU, responsible for public services and human resource management.
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, MAP	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.	Syarifuddin, 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 Altikri, S.IP	Functional Officer for Licensing Management (Intermediate Expert)	DPMPITSP (Investment and One-Stop Integrated Service Office)	Selected because DPMPITSP 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.

llected using three complementary methods:

1. 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.

2. 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.

3. Document Review

Relevant documents were examined, including:

- agency SOPs,
- administrative circulars,
- service performance dashboards,
- HR placement records,
- regulatory guidelines (UU 25/2009, PP 28/2018, Perbup 27/2024),
- 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:

1. Familiarization

Transcripts and field notes were repeatedly read to gain holistic understanding of inter-agency collaboration dynamics.

2. 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

3. Categorization and Theme Development

Codes were grouped into conceptual categories. Four major themes emerged:

- HR Condition
- Collaboration Forms
- Supporting Factors
- Barriers

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

4. Within-Case and Cross-Case Analysis

Individual agency cases were analyzed first, then compared across institutions to identify recurring patterns, variations, and systemic linkages.

5. 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:

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

4. Results and Discussion

This section presents the findings from interviews, observations, and document analysis, which were processed through NVivo 15. The analysis generated four overarching themes that reflect the dynamics of inter-agency human resource (HR) collaboration 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.

4.1 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. 1.2. 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..
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.
Sri Handayani (Teacher, SDN 8 Pasir Panjang)	10	15	Provided the perspective of service users (public/community) regarding service satisfaction and accessibility.
TOTAL	147	218	Total accumulated coding from all data sources.

4.2 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

services, and the placement of officials, especially at the sub-district level, is not ideal and does not match the existing workload

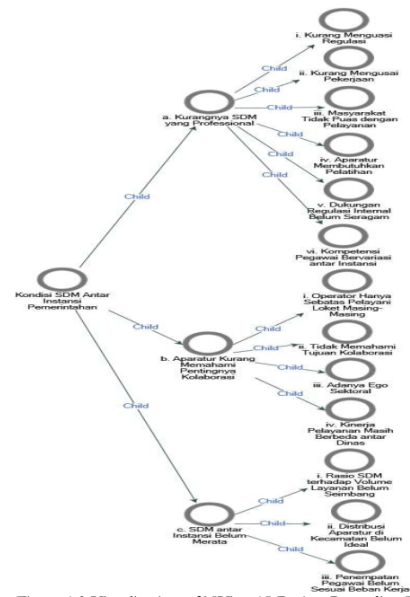


Figure 1.3 Visualization of NVivo 15 Project Regarding Human Resource Conditions Between Organizations
Source: NVIVO 15 Data Processing, 2025

4.4 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.

4.5 NVivo Tree Map Interpretation

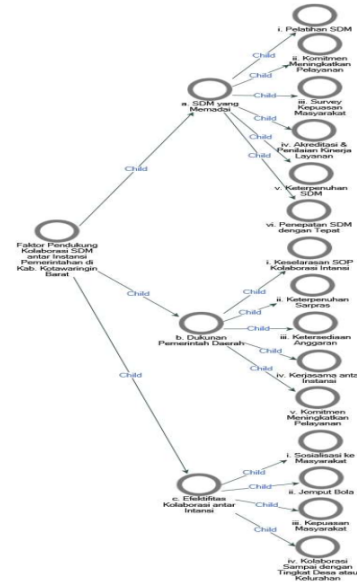


Figure 1.4 Visualization of NVivo 15 Project Regarding Human Resource Collaboration Factors

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.

4.6 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.

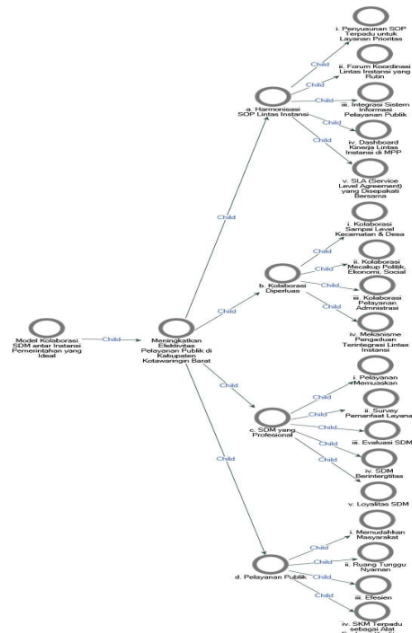


Figure 1.5 Visualization of NVivo 15 Project
Regarding the Model of Human Resource Collaboration Between
Government Agencies
Source: NVIVO 15 Data Processing, 2025

4.7 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.

4.8 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.

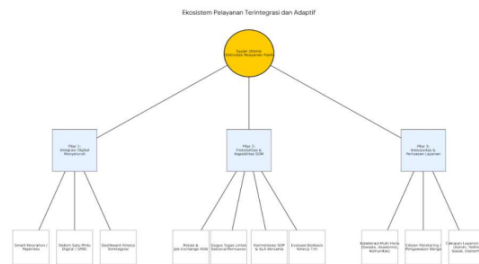


Figure 1.6 Ideal Model Design for Inter-Organizational Human Resource Collaboration

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.

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Conflicts of Interest: The authors declare that there are no conflicts of interest regarding the publication of this research. All stages of the study, from data collection to analysis and interpretation, were carried out independently without any influence from external parties that could potentially affect the objectivity of the results.

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