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Governance Collaboration in Local Public Service Innovation: A Qualitative Study Using NVivo Analysis in District-Level Government Institutions

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ABSTRACT

This study aims to analyze the forms, processes, and dynamics of governance collaboration in public service innovation within district-level government institutions. Public service innovation cannot be separated from the involvement of multiple actors, including local governments, organizational units, the private sector, and the community, which requires effective, transparent, and accountable collaborative governance patterns. This research employs a qualitative approach with a case study design, in which data are collected through in-depth interviews, observations, and analysis of official documents from several district-level government institutions. Data analysis is conducted using NVivo software to identify themes, patterns of actor relationships, as well as supporting and inhibiting factors of governance collaboration in the implementation of public service innovations. The findings indicate that governance collaboration plays a significant role in encouraging the emergence of public service innovations that are responsive and adaptive to community needs. However, the effectiveness of collaboration is still influenced by institutional capacity, leadership commitment, clarity of role distribution, and coordination mechanisms among actors. This study concludes that strengthening governance collaboration through enhancing institutional capacity and optimizing communication among stakeholders is a crucial prerequisite for the sustainability of public service innovation at the local level. The findings are expected to serve as a reference for local governments in formulating policies and strategies for developing collaborative governance-based public service innovations.

Keywords: Governance, collaboration; public service innovation; local government



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A.INTRODUCTION

Public service innovation has become a strategic priority for local governments in improving service quality, efficiency, and responsiveness to citizens' needs. In an increasingly complex governance environment, public organizations are required to adopt innovative approaches that generate public value through collaboration and shared responsibility (Loeffler, 2025). Traditional bureaucratic models are no longer sufficient to address multifaceted public problems, thereby necessitating governance arrangements that emphasize cooperation among multiple actors. Consequently, collaborative governance has emerged as a critical framework for fostering innovation in public service delivery at the local level (Nurhayati & Rahman, 2023).

Governance collaboration refers to structured interactions among government institutions, private actors, and civil society aimed at achieving collective goals in public administration. This collaborative approach highlights inclusiveness, shared decision-making, and mutual accountability as fundamental principles in public service innovation (Agung, 2025). At the district level, governance collaboration enables public institutions to integrate diverse resources, expertise, and perspectives to improve service outcomes (Amirullah, 2024). Such collaboration is particularly relevant in decentralized governance systems, where local governments play a central role in designing and implementing innovative public services.

The involvement of multiple stakeholders in collaborative governance contributes to knowledge exchange and institutional learning, which are essential for sustainable public service innovation. Cross-sector collaboration facilitates the generation of creative solutions and enhances organizational adaptability in responding to citizens' demands (Tando, 2019). Empirical studies indicate that collaborative governance has positively influenced innovations in civil registration services through cooperation between local government agencies, health institutions, and community organizations (Asriani et al., 2024). These findings suggest that effective collaboration goes beyond formal coordination and requires active engagement throughout the service delivery process.

Despite its potential benefits, governance collaboration in public service innovation faces various challenges, including differences in organizational interests, unequal institutional capacity, and weak coordination mechanisms (Agung, 2025). These constraints may hinder the effectiveness of collaborative arrangements and reduce their impact on service quality. Furthermore, variations in leadership commitment and administrative culture often affect the sustainability of collaborative initiatives at the local government level (Nurhayati & Rahman, 2023). Understanding these challenges is essential for strengthening collaborative governance practices in district-level institutions.

Previous research has demonstrated that collaborative governance enhances public service performance by building trust, strengthening institutional capacity, and improving coordination among stakeholders (Humanities and Social Sciences Communications, 2023). In the context of immigration services, collaborative governance has contributed to more efficient and integrated service delivery through inter-agency cooperation (Firmansyah et al., 2025). However, existing studies tend to focus on outcomes rather than the internal processes and dynamics of collaboration. This limitation highlights the need for in-depth qualitative research that explores how governance collaboration is operationalized in practice.

Qualitative research approaches supported by computer-assisted qualitative data analysis software, such as NVivo, offer valuable tools for examining complex governance interactions. NVivo enables systematic coding, theme identification, and analysis of relationships among actors involved in collaborative governance processes (Sitorus & Nooraini, 2024). By using NVivo, researchers can capture nuanced perspectives and contextual factors that shape public service innovation at the district level. This methodological approach is particularly suitable for exploring governance collaboration as a socially constructed and dynamic phenomenon.

This study adopts a qualitative research design to analyze governance collaboration in public service innovation within district-level government institutions. By focusing on actor interactions, institutional arrangements, and collaborative processes, the study seeks to provide a comprehensive understanding of how collaboration contributes to innovation in public service delivery. The findings are expected to enrich the academic discourse on collaborative governance and public administration, particularly in the context of local government institutions.

Ultimately, this research aims to contribute both theoretically and practically to the development of collaborative governance frameworks in public service innovation. The study provides empirical evidence that can inform policymakers and local government officials in designing effective collaborative strategies. By strengthening governance collaboration, district-level institutions can enhance the sustainability and effectiveness of public service innovations that respond to community needs and governance challenges.

B.RESEARCH METHOD

This study employs a qualitative research approach to explore governance collaboration in public service innovation within district-level government institutions. A qualitative design is considered appropriate because it allows for an in-depth understanding of social interactions, institutional processes, and actor dynamics involved in collaborative governance. The research adopts a case study strategy to capture real-world practices of collaboration in local public service innovation, focusing on how multiple stakeholders interact, coordinate, and contribute to innovation outcomes within institutional settings.

Data were collected through multiple qualitative techniques to ensure data richness and credibility. Primary data were obtained from in-depth, semi-structured interviews with key informants, including government officials, program managers, and relevant stakeholders involved in public service innovation initiatives. In addition, non-participant observations were conducted to understand interaction patterns and coordination mechanisms among actors. Secondary data were gathered from official documents, policy reports, and institutional records related to public service innovation programs. The use of multiple data sources enabled data triangulation to enhance the validity and reliability of the research findings.

Data analysis was conducted using NVivo qualitative data analysis software to systematically organize, code, and interpret the collected data. The analysis process involved open coding, axial coding, and thematic analysis to identify key themes related to governance collaboration, actor roles, and innovation processes. NVivo facilitated the visualization of relationships among themes and supported a transparent and replicable analytical process. This

analytical approach aligns with qualitative research principles that emphasize systematic coding and thematic interpretation to generate credible and meaningful findings (Creswell & Poth, 2018; Braun & Clarke, 2006).

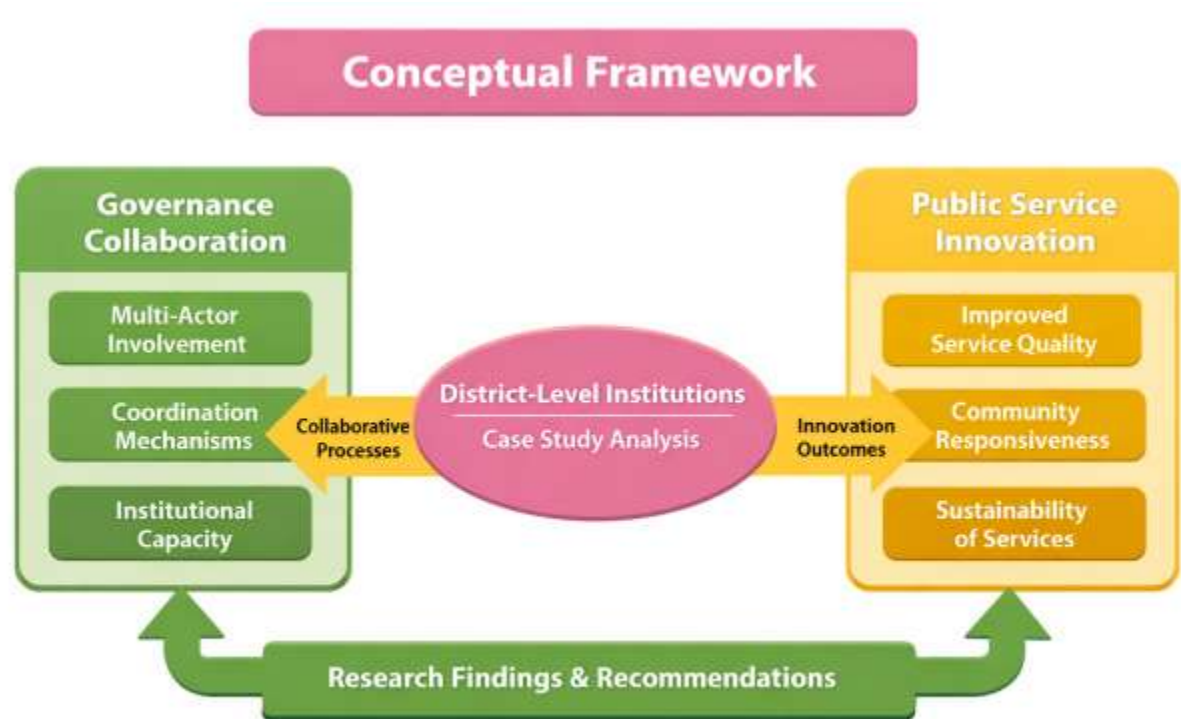


Figure 1 Framework Diagram

C. RESEARCH RESULTS AND DISCUSSION

➤ Research Results

The findings of this study indicate that governance collaboration plays a fundamental role in promoting public service innovation within district-level government institutions. NVivo-based qualitative analysis shows that collaboration is not merely an administrative arrangement but a dynamic governance process involving shared goals, joint problem-solving, and continuous interaction among stakeholders. Informants emphasized that collaborative governance enables

institutions to address complex service challenges more effectively than traditional hierarchical approaches. The collaborative model encourages flexibility and responsiveness in service delivery, particularly in addressing diverse community needs. As a result, governance collaboration emerges as a strategic mechanism for enhancing innovation capacity in local public service institutions.

The first dominant theme identified through NVivo coding is multi-actor involvement in public service innovation. District level government institutions actively engage internal agencies, private sector partners, community organizations, and civil society actors in the innovation process. This inclusive involvement facilitates knowledge sharing, resource mobilization, and collective learning among stakeholders. Informants highlighted that the presence of diverse actors contributes to richer perspectives and more comprehensive solutions to public service problems. The findings further suggest that inclusive collaboration strengthens institutional legitimacy and fosters public trust in government-led innovations.

The second theme relates to coordination mechanisms that support collaborative governance. Effective coordination is achieved through formal cooperation agreements, routine inter-agency meetings, and integrated operational procedures. NVivo analysis reveals that clear communication channels and well-defined coordination structures reduce task duplication and improve service efficiency. However, coordination effectiveness varies depending on organizational commitment and administrative readiness. Institutions with structured coordination mechanisms tend to demonstrate higher levels of innovation performance and service consistency.

Institutional capacity is identified as a critical determinant of successful governance collaboration. The findings show that institutions with adequate human resources, technical expertise, and adaptive organizational structures are more capable of sustaining collaborative innovation initiatives. NVivo coding highlights that limited staff capacity, inadequate training, and high turnover rates often disrupt collaborative processes. Informants also noted that insufficient institutional capacity constrains the ability to manage partnerships and maintain long-term innovation programs. Therefore, institutional strengthening is essential for effective collaborative governance.

Leadership commitment emerges as a key enabling factor in governance collaboration. The findings indicate that leaders who actively support collaboration and innovation create a conducive environment for stakeholder engagement. NVivo analysis shows that leadership commitment influences decision-making speed, conflict resolution, and resource allocation. Transformational leadership styles encourage openness, trust, and shared responsibility among collaborating actors. Consequently, leadership plays a strategic role in aligning institutional objectives with collaborative innovation goals.

The analysis further reveals that governance collaboration has a positive impact on public service quality. Innovations developed through collaborative processes lead to improvements in service accessibility, efficiency, and user orientation. NVivo-generated themes indicate that collaborative innovation enhances service design by incorporating stakeholder input and community feedback. Informants reported reductions in service processing time and improvements in service transparency. These outcomes demonstrate that collaboration contributes directly to measurable improvements in service quality.

Community responsiveness is another significant outcome of governance collaboration. The findings show that collaborative governance enables institutions to better identify community needs and expectations. Through participatory forums and feedback mechanisms, citizens become active contributors to service innovation rather than passive recipients. NVivo analysis highlights that community involvement strengthens policy relevance and service effectiveness. This responsiveness enhances public satisfaction and reinforces the relationship between government institutions and local communities.

Despite its benefits, the study identifies several challenges in implementing governance collaboration. These challenges include conflicting organizational priorities, limited budgetary support, and bureaucratic rigidity. NVivo coding indicates that weak coordination and unclear role distribution can generate tension among collaborating actors. Informants also pointed to resistance to change and institutional inertia as barriers to innovation. Addressing these challenges is crucial to ensuring the effectiveness of collaborative governance initiatives.

Overall, the findings demonstrate that governance collaboration significantly contributes to the sustainability of public service innovation at the district level. Sustainable innovation is achieved when collaboration is institutionalized through clear regulations, continuous capacity development, and adaptive governance mechanisms. NVivo analysis suggests that long-term collaboration enhances organizational learning and resilience. The study concludes that strengthening governance collaboration is essential for improving innovation performance and achieving sustainable public service delivery in local government institutions.

➤ Data Analysis With NVivo

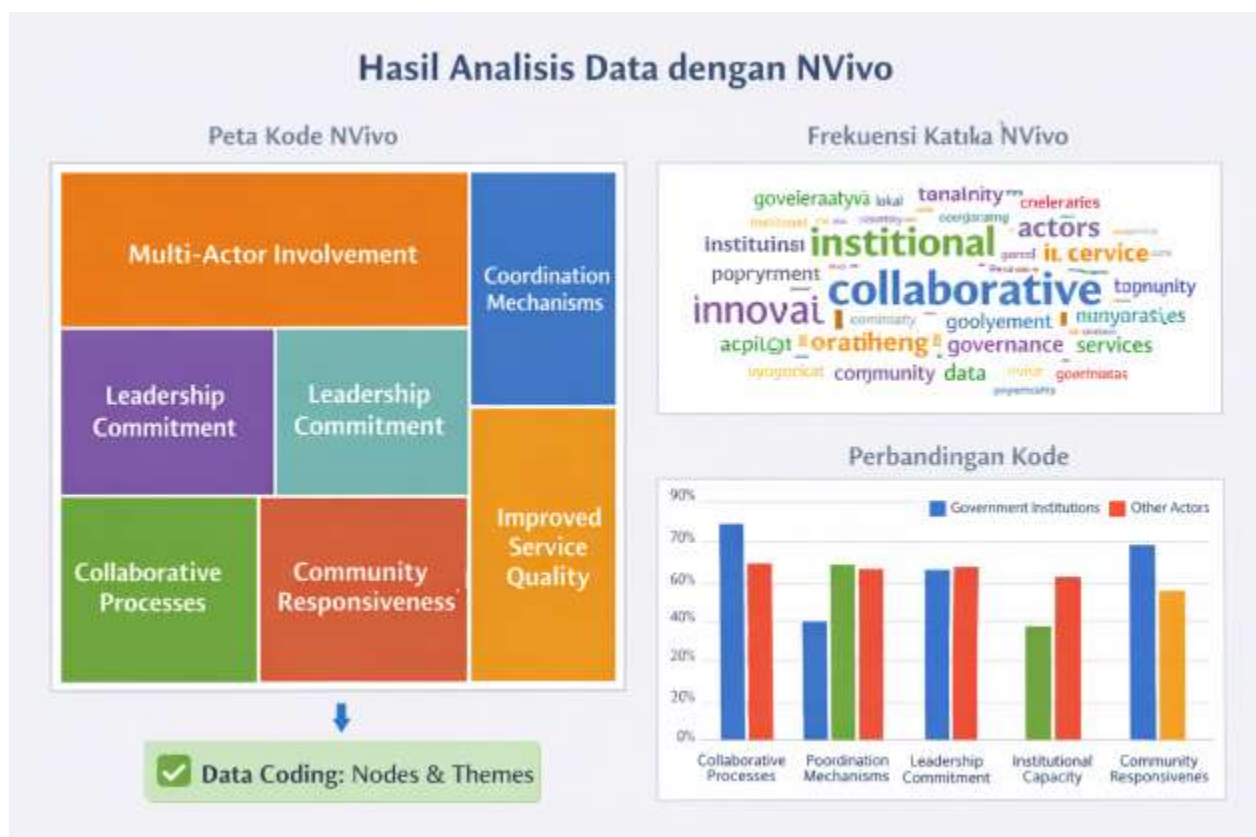


Figure 2 Data Analysis With NVivo

The figure illustrates the results of qualitative data analysis conducted using NVivo to examine governance collaboration in public service innovation at the district level. The NVivo code map shows the dominant themes identified from interview transcripts, observations, and document analysis, including multi-actor involvement, coordination mechanisms, leadership

commitment, institutional capacity, collaborative processes, and community responsiveness. The size of each coded segment reflects the intensity and frequency of references, indicating that multi-actor involvement and coordination mechanisms are the most prominent themes shaping collaborative governance practices.

In addition, the word frequency visualization highlights key terms such as *collaborative*, *innovation*, *governance*, *institutions*, and *services*, which frequently appear in the qualitative data and reinforce the central focus of the study. The comparative code chart further demonstrates variations in the emphasis placed on collaborative governance dimensions among different actors, particularly government institutions and non-government actors. Overall, the figure confirms that effective coordination, strong leadership commitment, and adequate institutional capacity are critical factors influencing the success and sustainability of public service innovation through governance collaboration.

➤ Discussion

The findings of this study confirm that governance collaboration is a critical driver of public service innovation within district-level government institutions. Consistent with the collaborative governance framework, the involvement of multiple actors enables the integration of diverse resources, expertise, and perspectives in addressing complex public service challenges. The prominence of multi-actor involvement identified through NVivo analysis supports the argument that innovation in the public sector is more effective when decision-making and implementation processes are shared among government agencies, community organizations, and other stakeholders. This collaborative approach enhances the legitimacy and adaptability of public service innovation.

Coordination mechanisms emerged as a central element influencing the effectiveness of governance collaboration. The study reveals that structured coordination, including formal agreements and routine inter-agency communication, significantly improves service delivery outcomes. These findings align with collaborative governance theory, which emphasizes the importance of clear institutional arrangements and procedural clarity in sustaining collaboration. Weak coordination, on the other hand, leads to inefficiencies and limits the potential of

collaborative innovation. Therefore, strengthening coordination structures is essential for optimizing collaborative governance practices at the local level.

Leadership commitment was found to play a strategic role in shaping collaborative governance dynamics. Leaders who actively support innovation and collaboration foster trust, encourage participation, and facilitate conflict resolution among stakeholders. This finding corroborates previous studies that highlight leadership as a catalyst for effective collaborative governance. Strong leadership commitment not only accelerates decision-making but also ensures continuity of collaborative initiatives, particularly in decentralized governance contexts where institutional fragmentation is common.

Institutional capacity also significantly influences the sustainability of governance collaboration in public service innovation. The findings indicate that adequate human resources, technical competence, and adaptive organizational structures are necessary to support long-term collaborative efforts. Limited institutional capacity constrains the ability of government institutions to manage partnerships and implement innovative solutions effectively. This result reinforces the view that capacity building is a prerequisite for sustaining collaborative governance and achieving meaningful improvements in public service delivery.

Finally, the study demonstrates that governance collaboration enhances community responsiveness and service quality. Collaborative innovation enables institutions to better understand community needs and incorporate citizen feedback into service design and implementation. This participatory orientation strengthens public trust and improves service outcomes. Overall, the discussion highlights that governance collaboration is not merely a procedural arrangement but a transformative approach that improves the effectiveness, inclusiveness, and sustainability of public service innovation at the district level.

D.CONCLUSION AND RECOMMENDATIONS

➤ Conclusion

This study concludes that governance collaboration plays a vital role in fostering public service innovation within district-level government institutions. The findings demonstrate that collaborative governance enables the effective integration of multiple actors, including

government agencies, community organizations, and other stakeholders, in addressing complex public service challenges. Through NVivo-based qualitative analysis, the study reveals that multi-actor involvement, coordination mechanisms, leadership commitment, and institutional capacity are key determinants of successful collaborative innovation. These elements collectively contribute to improved service quality, enhanced community responsiveness, and the sustainability of public service innovation. Overall, the study affirms that governance collaboration is a strategic and transformative approach for strengthening local public service delivery.

➤ Recommendations

Based on the research findings, several recommendations are proposed. First, district-level governments should institutionalize governance collaboration through clear regulations, formal coordination mechanisms, and defined roles among stakeholders to ensure consistency and accountability. Second, leadership development programs should be strengthened to enhance leaders' capacity to support collaboration and innovation. Third, continuous institutional capacity building, particularly in human resources and technical skills, is necessary to sustain collaborative initiatives. Finally, governments should expand participatory mechanisms to actively involve communities in the design, implementation, and evaluation of public service innovations. These recommendations are expected to support the development of effective, inclusive, and sustainable collaborative governance practices in local government institutions.

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