

Collaborative Governance in Police: A Review of Research, Managerial Implication and Agenda for Future Research

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Abstract

This study aims to systematically review research related to collaborative governance. This study also aims to discuss the scientific contributions of previous research related to the dimensions, antecedents and consequences of collaborative governance. Furthermore, this study conducted a search of the Scopus database related to collaborative governance published from 2009 to 2023. Through the screening process, we found 45 relevant articles that could be sampled from a total of 798 articles found during the initial search. The results showed that collaborative governance is a collaborative concept that is important for organizations in achieving organizational goals, these findings also show the dimensions, antecedents and consequences of collaborative governance.

Introduction

The Indonesian National Police as a law enforcement and public institution is required to be able to provide services, security, and orders in society (Karso & Mirmorejo, 2021), as stated in Law no. 2. of 2002 on Indonesian National Police Chapter 5 paragraph 1, namely “The Indonesian National Police is a state instrument that contributes to maintaining public security and order, enforcing the law, and providing protection, protection, and services to the community in the context of maintaining domestic security”. Dudink et al., (2023) explain that to reduce crime rates, legal institutions form collaborative partnerships with the community and government. This is a form of collaborative governance that can have a significant impact on achieving the goals and vision of the legal institution (Waardenburg et al., 2020).

Within the context of collaborative governance, stakeholders from the public, private and non-governmental sectors are involved in the decision-making process and policy implementation. Lee & Esteve, (2023) points out that the potential benefits of cross-border collaboration include increased effectiveness and efficiency, improved knowledge management, and the establishment of public value. Another view suggests that collaboration can increase legitimacy (Raišienė & Skulskis, 2018). Collaborative governance includes both internal legitimacy (legitimacy perceived by members of collaboration) and external legitimacy (legitimacy perceived by general public or groups outside collaboration). (Ansell & Gash, 2008; S. Lee & Esteve, 2023).

Collaboration can take place between the police and private institutions such as non-governmental organizations (NGOs), private companies, social service providers, religious institutions, and other community members (Juliarti et al., 2021; Xavier & Bianchi, 2020). The role of citizens in community safety issues is very limited; however, the police realize that communities can provide important information about criminal events in their neighborhoods (M. Li, 2017). Midlen, (2023) points out that citizens can be an important source of support for

Law enforcement agencies can contribute significantly to the process of investigating and reporting on unlawful activities that occur in society. In addition, forms of collaborative governance among various government agencies can also contribute significantly to the provision of more effective and efficient public services (Getha-Taylor et al., 2019; Xavier & Bianchi, 2020).

Research related to collaborative governance in the public sector is increasing. However, research that focuses on the police is still minimal. This research was conducted to develop and expand the literature related to collaborative governance in the public sector, especially in the police, this research also identifies suggestions for future research related to collaborative governance literature.

Methods

The method used in this study is systematic review literature. Systematic review literature is used because it allows researchers to collect and analyze data in research (Tranfield et al., 2003). Data collected through systematic review literature allows for procedural conformity and can answer questions from previous research (Ruijter et al., 2023). In addition, the systematic review literature in this research uses a database from Scopus which has a reputation and recognition from academics internationally.

Systematic literature review procedure. Tranfield et al., (2003) pointed out that in systematic reviews there are several specific stages that can be used in research as shown in Figure 1, namely; review planning (such as identifying review needs, preparing review proposals, and developing review protocols), review execution (such as identifying, selecting, and assessing research quality, as well as extracting, controlling research progress and synthesizing data), reports, and dissemination (such as making research reports and recommendations, applying review results to practice).

This research purposes to systematically review and integrate research related to the topic of collaborative governance in the public sector, especially the police, thus the questions in this research are what can be done by future research in developing and expanding the literature related to collaborative governance in the public sector, especially the police? And what are the suggestions for the concept of collaborative governance research in the public sector, especially the police currently?

Identifying keywords and search strategy. The research team reviewed articles on the topic of collaborative governance that were found through the Scopus database during this study. Scopus provides a database that has been used by many international researchers and has good accuracy in searching and finding keywords from the topic of research conducted. Scopus also has a wider scope in finding high quality and relevant article publications. Furthermore, this study conducted a search strategy by looking at and identifying all articles related to the research topic through the maximum number of articles in the Scopus search. In this stage there are several criteria used, namely scope, research methods, and number of citations, the search is limited to articles published from 2009 to 2023. The keywords used in the search on the Scopus database are “Collaborative Governance”; “Collaborative Governances”; “Public Policy”; “Public Sector”. The initial search results found the article with the most number of citations Ran & Qi, (2018) published by the American Review of Public Administration.

Selecting and assessing article quality. The initial stage of selection was carried out on the Scopus database; (LIMIT-TO (SUBJAREA, “SOC”) OR LIMIT-TO (SUBJAREA, “BUSI”) OR LIMIT-TO (SUBJAREA, “ECON”) AND (LIMIT-TO (DOCTYPE, “ar”) AND (LIMIT-TO (LANGUAGE, “English”) AND (LIMIT-TO (SRCTYPE, “j”) AND (LIMIT-TO (OA,

“all”)). Next, articles were selected with the criteria of articles that discuss all or some of the collaborative governance variables; articles written in English. At this point, the researchers read the abstract, title, and content of the article to identify the relevance of the article to their research.

In the early stages of the search, researchers found and identified 798 articles. Furthermore, the researchers excluded 537 articles that did not use English, so that at the search stage only 261 articles were found that used English. Researchers found 106 articles that were in line with the research topic at this stage after eliminating 155 articles during the screening stage because they did not meet the criteria. Following this, researchers conducted a quality assessment by reading and identifying the contents of the article in its entirety, and after that, they excluded an additional 57 articles. In this quality assessment stage, the research team agreed to exclude 4 more articles due to the low quality assessment results from the research team, so that the sample used in this study was 45 articles. (see figure 1).

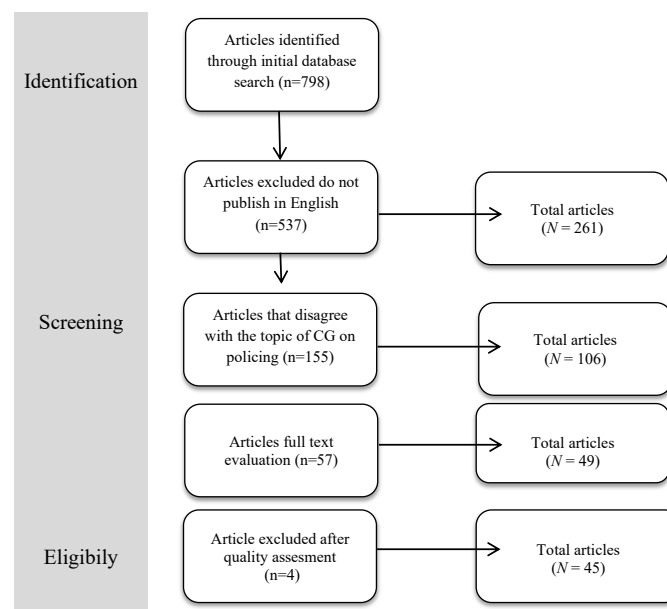


Figure 1. Flow diagram of searched, screened, and included studies

Data extraction; in this research the data obtained was then extracted to determine the level of bias and human error in the research. The data was extracted through an excel spreadsheet, which recorded information about the author, the year of the study, the title/question of the study, theory and summary of research, and the research design/data. (see table 1)

Results and Discussion

Reporting and Dissemination of Findings

Through stages such as identification, screening and quality assessment of articles by teams of authors (see Figure 1) this study found 45 relevant articles that were used as a review in this study. In addition the identification results of the articles that have been reviewed in this study are presented based on the development of article publications related to collaborative governance, definitions and dimensions of collaborative governance, antecedents and consequences of collaborative governance.

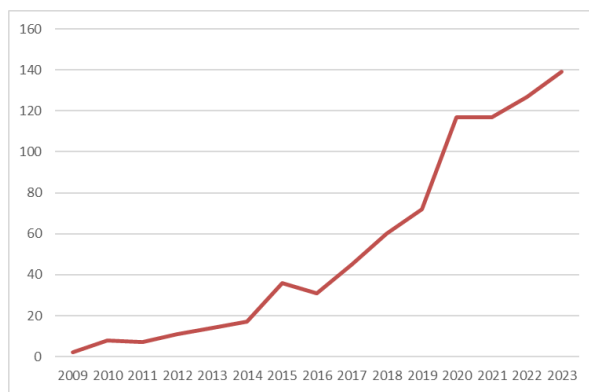


Figure 2. Rise in publications on collaborative governance

The articles used came from a number of scientific publications over a period of 15 years. The initial article in this review was published in 2009. Figure 2 shows that from 2009 to 2010 there were only a few publications related to collaborative governance, although this number increased from 2012 to 2015. The development of research related to collaborative governance has increased although there is a decrease in publications in 2011, 2016, and 2022 from the previous year.

Table 1. Article index

Scopus Index	Journal Name	Total
Q1	American Review of Public Administration	3
	Cities	1
	Environmental Science and Policy	1
	Frontiers in Communication	1
	International Journal of Disaster Risk Science	2
	Journal of Business Ethics	1
	Journal of Contingencies and Crisis Management	1
	Journal of Development Studies	1
	Journal of Environmental Planning and Management	1
	Journal of Open Innovation: Technology, Market, and Complexity	1
	Journal of Public Budgeting, Accounting and Financial Management	1
	Journal of Urban Affairs	1
	Policy and Society	2
	Public Management Review	4
World Development	1	
	22	
Q2	Administrative Sciences	1
	Cogent Business and Management	1
	International Journal of Public Administration	1
	International Journal of Public Sector Management	1
	Journal of Biosafety and Biosecurity	1
	Nonprofit Policy Forum	1
	Public Administration and Development	1
	Revista Espanola de Ciencia Politica	1
	Social Enterprise Journal	1
	Sustainability (Switzerland)	5
	14	

Q3	International Journal of Crowd Science	1	6
	International Journal of Data and Network Science	1	
	Journal of Public and Nonprofit Affairs	1	
	Potchefstroom Electronic Law Journal	1	
	Social Sciences	1	
	Urbe	1	
Q4	Ecological Questions	1	3
	Geographical review of Japan series B	1	
	Halduskultuur	1	

Table 1 shows the categorization of the journals reviewed in this study based on the ranking index on the Scopus database (quartile) (such as Q1, Q2, Q3, Q4). The findings showed 22 articles of Q1 (the highest cluster), 14 articles of Q2, six articles of Q3, and three articles of Q4. Most of these journals are published in the field of organizational management and public administration (American Review of Public Administration, Policy and Society, Public Management Review, International Journal of Public Administration, International Journal of Public Sector Management etc.).

Table 2. Number of article citations

No	Article title	Total citations	No	Article title	Total citations
1	Contingencies of Power Sharing in Collaborative Governance (Ran & Qi, 2018)	57	11	Enacting “accountability in collaborative governance”: lessons in emergency management and earthquake recovery from the 2010–2011 Canterbury Earthquakes (Ulibarri et al., 2020)	19
2	How does collaborative governance evolve? Insights from a medium-n case comparison (Ulibarri et al., 2020)	40	12	Network governance and collaborative governance: a thematic analysis on their similarities, differences, and entanglements (Wang & Ran, 2023)	18
3	Paradoxes of collaborative governance: investigating the real-life dynamics of multi-agency collaborations using a quasi-experimental action-research approach (Ulibarri et al., 2020)	34	13	Putting research to action: Integrating collaborative governance and community-engaged research for community solar (Prehoda et al., 2019)	16
4	From Service Contracting to Collaborative Governance: Evolution of Government–Nonprofit	34	14	Regulating Collaboration: The Legal Framework of Collaborative	12

	Relations (Prehoda et al., 2019)			Governance in Ten European Countries (Batory & Svensson, 2020)	
5	Collaborative governance: A potential approach to preventing violent demolition in China (L. Liu & Xu, 2018)	33	15	Balancing artistic and financial performance: is collaborative governance the answer? (Fanelli et al., 2020)	12
6	Augmenting the IAD framework to reveal power in collaborative governance – An illustrative application to resource industry dominated processes (Brisbois et al., 2019)	32	16	No-Size-Fits-All: Collaborative Governance as an Alternative for Addressing Labour Issues in Global Supply Chains (S. H. Lee et al., 2020)	11
7	Understanding Collaboration: Introducing the Collaborative Governance Case Databank (Douglas et al., 2020)	30	17	Life circle construction in China under the idea of collaborative governance: A comparative study of Beijing, Shanghai and guangzhou (Hou & Yungang, 2017)	11
8	Collaborating in the Absence of Trust? What Collaborative Governance Theory and Practice Can Learn From the Literatures of Conflict Resolution, Psychology, and Law (Getha-Taylor et al., 2019b)	23	18	Collaborative governance for responsible innovation in the context of sharing economy: Studies on the shared bicycle sector in China (Z. Liu et al., 2020)	10
9	Collaborative Governance and the Challenges of Network-Based Research (Berardo et al., 2020)	22	19	Using Network Analysis to Identify Key Actors in Collaborative Governance Processes (Carboni et al., 2017)	10
10	Collaborative governance in tourism: Empirical insights into a community-oriented destination (Bichler & Lösch, 2019)	20	20	Accountable government through collaborative governance? (Sørensen & Torfing, 2021)	9

Table 2 shows that of the 45 articles reviewed, the research conducted by Ran & Qi, (2018) is the research with the highest number of citations, namely 57 article citations, not all of which

are related to collaborative governance. Furthermore, of the 45 articles reviewed, it was also found that the highest number of citations per year was in 2020 with a total of 202 citations. Research conducted by Ran & Qi, (2018) explains the importance of research related to collaborative governance in seeing dynamic risk factors in an organization, besides that leaders in organizations, especially in public organizations, must be able to design and implement collaborative governance designs in dealing with all forms of risks or threats that exist in the organization.

From tables 1 and 2 it can be explained that of the 45 articles found, the research that has the highest number of citations is research conducted by Ran & Qi, (2018) with the title “Contingencies of Power Sharing in Collaborative Governance” (see table 2) this research was published by the “American Review of Public Administration” which is a journal with a good reputation and a journal with a scopus index quartile 1 (Q1) (see table 1).

Theoretical foundation

Definition of collaborative governance

Collaborative governance gets increased attention from academics and practitioners in the last few years. There are several similar views used interchangeably in the literature, with collaborative decision-making, collaborative governance, network governance, collaborative public management, and other views (Ng et al., 2023; Xavier & Bianchi, 2020). The definition from (Waardenburg et al., 2020) does not explain the types of actors that drive collaborative processes. Waardenburg et al., (2020) describe collaborative governance as a decision-making process and structure that involves stakeholders from different sectors and levels to implement public goals that cannot be achieved by other means.

Ran & Qi, (2018) defined collaborative management as a process of dealing with organizational problems that are difficult to solve by the organization within itself, thus other parties are needed to solve them. Elken, (2023); Kolmodin, (2023) emphasizing the relationship between the two sectors, they also explain the success of collaborative engagement in increasing the volume of processes in the public sector by utilizing the concept of participatory governance and the concept of collaboration management in the public sector.

Most literature describes in general terms the quality of problem solving and the increased power of legitimacy of collaborative practices and the legitimacy of participatory practices., while research demonstrating the potential misuse of such practices is relatively scarce. Furthermore, while there is some recognition of the potential adverse impacts of collaborative arrangements (e.g., (Challies et al., 2017; Förster et al., 2017; Smeets, 2017; Ulibarri et al., 2017)), Academic literature and policy writing often assumes that policymakers actually want to move towards collaborative governance. For achieving established public policy goals, a narrow definition of collaborative governance proposes government (agency)-driven processes and actions that involve nongovernmental organizations at some point in the policy process, with substantive content filled in by each category.

Dimensions of Collaborative Governances



Figure 3. dimensions of collaborative governance

Ansell & Gash, (2008) point out that there are five dimensions along which the term can be conceptualized, ranging from the narrower (limited) to the broader and more diffuse notion of collaboration. The first dimension discusses the gap between the public and private sectors and essentially asks whether collaboration is seen as a means to bring together non-governmental and public players, or whether this bridging role is not considered important or recommended. Research into the roles that public actors can play in collaborative processes as leaders, facilitators or followers. (Moore et al., 2023) or network intermediaries (Tolera & Senbeta, 2023; Wang & Ran, 2023).

The second dimension relates to institutions, or whether public actors (government agencies) are perceived as initiators or controllers of collaborative processes. The third dimension describes the concept of collaborative governance as a multi-organizational process, explaining whether there is a boundary between organized interests (organizational stakeholders) and public bodies, or whether it also allows for broad community involvement.

The fourth dimension relates to the degree of collaboration in durability (permanent versus task-oriented) and in the policy process. Some definitions assume collaboration across programs or projects, while others anticipate specific collaborative settings, such as policy design, decision-making, or service delivery. The final dimension addresses the moral assumptions of collaborative governance-or lack thereof. While some scholars assume or expressly demand that collaboration be for a public purpose, others leave the purpose of the partnership open. There is also the assumption that participants have positive, problem-solving goals.

Theoretical Lenses Applied

The review of previous literature shows the use of theories related to collaborative governance, the review results show that 58% of the articles reviewed do not clearly indicate the theoretical direction used, the articles do not state the theory used in their research, only mentioning governance theory. 11% referred to institutional theory, another 11% referred to theory of

change, 13% referred to sustainable development theory, and 7% referred to resource dependence theory.

Methodological Application

In our review of 45 articles, we found 33 articles that used quantitative research methods, while 12 articles used qualitative research methods. Furthermore, most of the articles we reviewed showed that 73% of the studies were conducted in American and European countries (United States; Netherlands; United Kingdom; Sweden; Germany; Australia; Italy; Denmark), and 27% were conducted in Asian countries (China; Indonesia; South Korea; Hong Kong; Singapore).

Antecedents and consequences of collaborative governance

Antecedents

The review of some previous literature shows relevant antecedents at the individual and organizational levels as shown in figure 4. There are 27 articles that show antecedents at the organizational level, and 18 articles at the individual level.

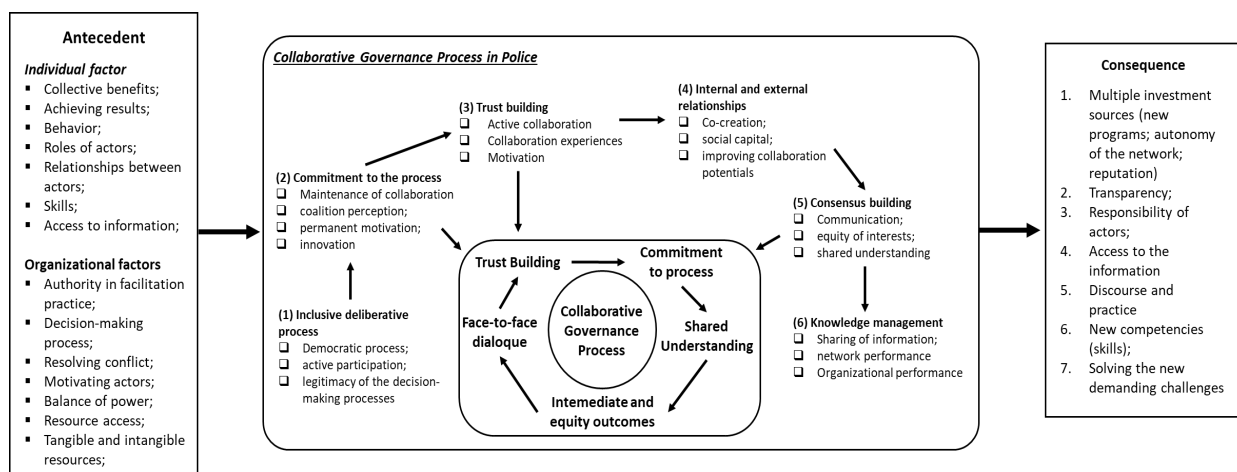


Figure 4. antecedents, processes, and consequences of collaborative governance

Figure 4 shows the existence of antecedents in the individual scope which include Collective benefits; Achieving results; Behavior; Roles of actors; Relationships between actors; Skills; and Access to information, while in the organizational scope, namely Authority in facilitation practice; Decision-making process; Resolving conflict; Motivating actors; Balance of power; Resource access; Tangible and intangible resources. In addition, Figure 3 also shows the elements in the collaborative governance process; first, Inclusive deliberative process; collaborative governance has the characteristics of deliberation. Deliberations that are carried out inclusively are carried out with mutual respect for opinions and can meet agreed expectations regarding decision making. Agus, (2023) explain that it is very important to adopt the practice of forming discussion teams at the employee and board level for deliberation. Huang et al., (2017); Wijaya et al., (2017) point to the concept of constructivist conflict, which assumes that conflict is part of an inclusive deliberation process. The foundation of constructivist conflict relates to the process of integrating differences, so that people can understand that differences and similarities can lead to a better understanding of the problem and an easier-to-implement solution.

Second, Commitment to the process; in this stage all parties are required to have commitment in constructing and maintaining collaboratively. All forms of efforts made must have benefits for all parties involved, not the benefits of certain individuals or groups. Ansell & Gash, (2008); Friday et al., (2016) show that collaboration in the long term must have a high commitment so

that it can build trust between the collaborating parties. Fischer & Schläpfer, (2017) explained that members need to increase motivation and innovation in the collaboration process. Managers can use collaborative power to overcome resistance that occurs in public and private organizations. Kim, (2022) Explains that a leader must accept responsibility for convincing followers to stick to the plan and share the results. As a result, managers should promote, strengthen and protect collaborative agreements by using their power and the resources at their disposal.

Third, Trust building; in building trust there are challenges, where not all participants can maintain their commitment to their responsibilities. (Hou & Yungang, 2017; Meijer & Thaens, 2018) point out that trust built in the collaboration process can be an ingredient of active collaboration or an outcome of such collaboration. Lack of trust between parties can hinder long-term cooperation, motivation, and knowledge sharing. It also hinders engagement in the deliberation process. (Ansell & Gash, 2008; Friday et al., 2016; Getha-Taylor et al., 2019). On the other hand, trust can be built from the start or as the process unfolds. However, it has been shown that the level of trust is not always the same throughout the collaboration process (J. Li, 2023; Mallinson et al., 2023).

Fourth, Internal and external relationships; communication between members can create long-lasting collaborative relationships. Janssen et al., (2023) explain that face-to-face debate is essential in collaboration, as it can break down barriers in the communication process. Wang & Ran, (2023) emphasised the importance of external interactions and identified neighboring and collaborating communities and entities such as neighborhood associations, public institutions, religious organizations, and other stakeholders. These relationships should focus on identifying innovations and practical improvement solutions. The growth of collaborations between local communities and non-governmental groups is another crucial factor. Performers from various groups and cultures provide the procedure legitimacy and create opportunities for a number of advantages. Members of the community should therefore believe that the process of collaboration will benefit them. (Wang & Ran, 2023). Fifth, Consensus building; Agreement seems to be established as a factor that collaborative governance should pursue. (Bruno, 2020; Parker et al., 2020) explained that social actors have a common understanding regarding the identification of problems and their solutions through the consensus building process. Therefore, an inclusive deliberation process is the best way to achieve consensus as large participation can influence decision-making (Carlsson et al., 2022).

Finally, Knowledge management; Knowledge sharing and transfer is a challenge in the collaboration process (L. Liu & Xu, 2018; Stratoudakis et al., 2019), Ran & Qi, (2018) promote the idea of continuous integration as a viable and secure way to ensure collaboration over the long term. High and stabilized levels of trust are required to facilitate information sharing between actors and improve network performance. The government should be able to share its knowledge and experience in this knowledge management process.

Consequences

To build sustainable partnerships, it is worth considering combining multiple sources of investment Juliarti et al., (2021); Jumanah et al., (2022), as this will make actors interdependent and prevent them from becoming overburdened. Huang et al., (2017); Wijaya et al., (2017) state that financial investments are needed to run new programs and hire skilled personnel. Multiple funding sources from multiple actors indicate a higher level of collaborative capacity. This is because it indicates broader network support and greater autonomy to seek external funding.

Accountability is strengthened by the transparency of the activities carried out by participating actors and the results of the group's efforts (Waardenburg et al., 2020). Governments should set high standards and be accountable for all financial and human resources invested in communities and members taking part in collaboration networks. Having access to needed information will help avoid disputes and encourage openness and engagement in public dialog (L. Liu & Xu, 2018; Matoga, 2019).

Future research directions

In this research, future research directions are used to see the gaps that occur in research related to collaborative governance literature, especially in the police. It also offers a road map for future research in conducting research related to collaboration governance literature. The results of the article review show that most studies use the dimensions proposed by (Ansell & Gash, 2008), while other research develops these dimensions based on the context under study. In addition, research related to collaborative governance in the police is still minimal, so further research can build new dimensions related to collaborative governance in the public sector, further research can also develop collaborative governance literature on different objects and contexts.

Furthermore, some previous studies show antecedents in organizational and individual factors, but the antecedents discussed in these articles are more widely used in the application of services in the public sector, further research can develop antecedents in collaborative governance in the public sector, especially in legal institutions.

Conclusion

This research is a systematic literature review in addition to discussing the concept of collaborative governance and providing recommendations for future research. This research also examines the possibilities available to future scholars in developing and expanding the literature related to collaborative governance. The research concludes that collaborative governance is an important collaborative concept for organizations in achieving organizational goals. The results of this study provide insight into other research related to the concept of collaborative governance. In addition, future research needs to follow up on the needs related to the development of empirical studies, methods and theoretical foundations related to collaborative governance.

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