

UDC 334

## TRANSFORMATION OF THE INTERNAL SUPERVISORY INSTITUTIONS OF SOCIAL SECURITY AGENCY (BADAN PENYELENGGARA JAMINAN SOSIAL) FOR HEALTHCARE TO COLLABORATIVE GOVERNANCE ORGANIZATION

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### ABSTRACT

The formation of the Social Security Agency (*Badan Penyelenggara Jaminan Sosial*) for Healthcare has found the public spotlight rising with its management; including the regulatory body BPJS for Healthcare activities. BPJS for Healthcare Internal Supervisors are entities established according to the Law of the Republic of Indonesia. No. 24 Year 2011. However, there are views on competency, neutrality, independency, and supervisor capability. By using Systems Thinking approach and Soft System Methodology, this research invites us to understand the problem situation and what efforts should be taken in managing the complexity. This paper will analyze the co-operation with collaborative governance perspective as a cooperative approach in overseeing BPJS for Healthcare. The focus of this paper is in the stage of identifying a series of factors that are crucial within the collaborative process itself, which includes shared understanding as stated by Ansel & Gash (2008) and Emerson & Nabatchi (2015).

### KEY WORDS

Systems thinking, soft system methodology, collaborative governance, internal supervisors.

The main purpose of using a collaborative governance approach is to gather several stakeholders with public agents and conduct a deeper collaboration where there is a division of tasks and functions of each part with the same goals and ideology (an existence of shared vision among stakeholders, the public and the agents of the public agent) (Ansell and Gash, 2008; Emerson et al., 2012; Emerson & Nabatchi, 2015).

In the implementation, the results of the governance can be seen through the outputs of its implementation, known as good governance. According to Pollitt and Bouckaert (2011) good governance requires the involvement of the community through a network of partnerships between the government, the private sector and the community. The results of the studies by Fitriati and Rahmayanti (2012) reinforce the importance of government support in Government Hospitals as collaboration in improving health services.

In the Organizational Level aspect, the Supervisory Board and the Internal Supervisory Unit as Internal Supervisors also need to be highlighted to ensure that health services are provided appropriately. Another suspicion is that the organization management based on the Board Manual which is a good guideline for organizational governance is still not optimal. So, some parties insist the implementation of audits on BPJS internal supervisors; and even sued Law No. 24 of 2011 concerning BPJS because it assesses there are weaknesses in the BPJS Supervisory Board.

### LITERATURE REVIEW

*Public Policy Formulation.* Public policy is generally attached to the constitution, legislative actions and judicial decisions (Schuster, 2008). Dye (1987) defines public policy as what the government does, how to do it, why it needs to be done and what differences are made. In fact, Easton (1965) explained that public policy is often said to be the impact of government activities.

Common problems that affecting public policy's making could be from the economics, social and political realms (Hill, 2005). Each system is influenced by different public problems

and thus requires a different public policy (Thei, 2010). Bromley (1989) captures this phenomenon by presenting policy hierarchical theories that indicate differences in content and policy context at each level within an organization. There are 3 (three) policy levels that relate to the hierarchy of policy making processes, namely policy levels, organizational levels, and operational levels.

Bromley's theory provides a fairly clear description of the level of policy in each agency or institution in government. The application of this theory can be adapted to the context of a policy and those who have authority regarding the policy, both at the national, sectoral and autonomous levels. This theory indicates the necessity for parties in a vertical authority to be consistent in the policies made. In other words, if this formulated based on the policy-making procedure, then the flow of manufacture and the contents of the policy must not overlap.

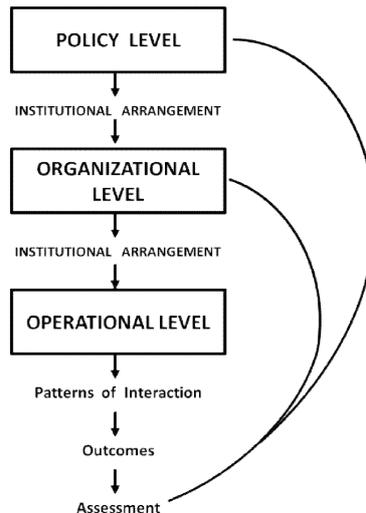


Figure 1 – Hierarchy of Policy Formulation (Source: Bromley, 1989)

*Collaborative Governance.* The concept of collaborative governance appeared because of the views of the community that the government has failed to represent the interests of the community, and eventually it leads to the view that less well on the public sector and the legitimacy of the government (Hetherington, 2006; Donahue and Zeckhauser (2011). Donahue (2004) assessed that effective collaborative governance must provide new mechanisms for collaborative action determined by collaborative partners in line with their explicit and implicit action theory to achieve the desired results, so that Collaborative Governance becomes the main bargaining option to solve problems by showing how governments can combine at all levels with the private sector in achieving public goals effectively.

The main purpose of using the collaborative governance approach is to gather several stakeholders with public agents and conduct deeper collaboration where there is a division of tasks and functions of each part with the same goals and ideology (an existence of shared vision among stakeholders, the public and the actors of the public agency) (Ansell and Gash, 2008; Emerson et al., 2012; Emerson & Nabatchi, 2015).

Emerson et al. (2012) and Emerson & Nabatchi (2015) provide an input to the integrative framework of collaborative governance as follows in Figure 1.

Integrative framework for collaborative government are illustrated in Figure 2 as a three-dimensional nesting, represent the context of the common system, administration of collaborative governance regime (CGR), collaborative dynamics. This framework describes opportunities, constraints and influence the dynamics of collaboration since the beginning, and from time to time. From the context of this system, factors (drivers) including leadership, incentives consequential, interdependency, and uncertainty, will appear, which helps initiate and set the direction for the CGR. Collaborative dynamics, represented by the deepest circle with dotted lines, consists of three interactive components: principled engagement, shared

motivation, and capacity to produce joint capacity. These components work together interactively and repeatedly to produce collaborative actions or steps taken in order to implement the common goals of the CGR.

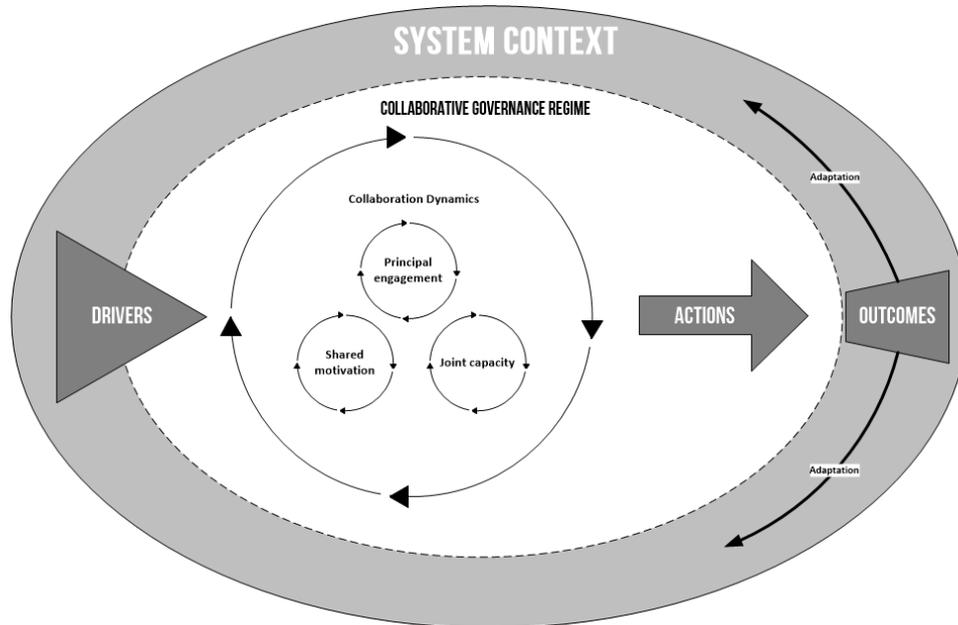


Figure 2 – Integrative Framework Collaborative Governance (Source: Emerson & Nabatchi, 2015)

*Leadership in Collaborative Governance.* Leadership plays an important role in every JKN policy. Many researchers and practitioners (Ansell and Gash, 2008; Bingham and O'Leary, 2008; Carlson, 2007; Saint-Onge and Armstrong, 2004; and Susskind and Cruikshank, 1987) have identified Leadership as an important factor in CGRs. Also, Emerson & Nabatchi (2015) who use the word Leader Initiating as an essential driver in the collaboration process; however CGRs require leadership to be strengthened and expanded in many roles. Thus, Leadership can significantly foster dynamic collaboration (Agranoff and McGuire, 2003; Bryson et al., 2006) and specifically on capacity for joint actions.

Emerson & Nabatchi (2015) divide into 6 (six) roles of Leadership which serves as the key driving force for CGRs, namely: 1) Initiators or Champions; 2) Sponsors; 3) Facilitators or mediators; 4) Participants; 5) Scientific and Technical Experts; and 6) Public decision makers. Some of these roles are important to be implemented, but some others still reap criticism, especially in moments where leaders must consider conflict decisions or management. However, the role of Leadership becomes vital in the success of a policy implementation (Agranoff and McGuire, 2003; Bryson et al., 2006, Carlson, 2007). Experts like O'Leary and Gerard (2012), Emerson et al. (2012), Linden (2010), Morse et al. (2007) conducted a study and testing of collaborative leadership to find the attributes and abilities possessed by the leader when collaborating. These attributes are open-minded, patient, confident, risk-oriented, flexible, and not arrogant); while the ability of leaders is good communicators and listeners, competent in collaborating, and able to facilitate, negotiate, and solve problems) (see O'Leary and Gerard, 2012).

## METHODS OF RESEARCH

*Systems Thinking as an Approach.* The purpose of the systems approach is to simplify our processes of thinking and managing complex facts (Senge, 1990). Systems thinking provides a selective way of dealing with the details that make possible complex thinking on the subject of transparency. Systems thinking guides understanding by looking at the relationship between elements to see the world (and make sense of it). The system approach begins with complex and uncertain situations. System language is about 'problem situation'

rather than 'problem', and resolution (fixing situation) rather than solution (problem solving). Soft systems methodology (SSM) action research is in the position that the system is the epistemological construct of the real-world entities (Checkland, 1978). Given the background of SSM, Checkland and Poulter (2006) suggest that SSM developed is aptly used as an alternative study model, the social assessment model at the level of a group or organizational situation, ie action research.

Much of the literature on action research defines action research in the context of the learning process while doing something (learning by doing) and primarily for problem-solving purposes (Hardjosoekarto, 2012). According to O'Brien (1998), the problem-solving process with action research can be distinguished from the problem-solving process in the everyday sense, namely in its emphasis on scientific studies.

*Soft System Methodology (SSM)*. This reasearch is using the Soft System Methodology (SSM) approach as a model to understand the problem situation and fixing the situation holistically. Soft Systems Methodology is a methodology based systems thinking and system concept that deals only with the human activity system (Hardjosoekarto, 2012) which consists of seven stages:

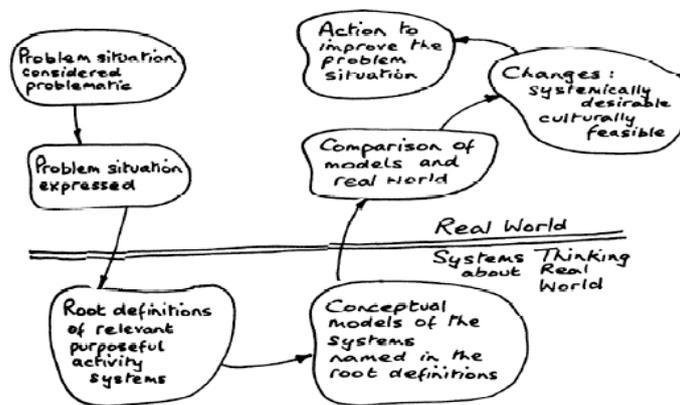


Figure 3 – Seven-Stage Model of SSM (Source: Checkland dan Scholes, 1990)

This method consists of two parts of activity, namely 'real-world' and 'systems thinking', and seven stages, namely (1) problem situation considered problematic, (2) problem situation expressed, (3) root definition of relevant purposeful activity, (4) change systematically desirable, culturally feasible, and (7) action to improve the situation. Stages 1,2,5,6 and 7 are real-world activities that contain problem situations, while stages 3 and 4 are systems thinking that may be involved in the situation of the problem, depending on the individual conducting the research.

Table 1 – Stages SSM and Data Collection Techniques

SSM stages	Description	Data collection technique
Stage 1: <i>Problem Situation Considered Problematic</i>	Gather various kinds of information related to <i>problematic</i> situations through primary and secondary data. The results of information gathering and interpretation will provide an overview of problematic situations in the research context.	Initial interviews and literature studies
Stage 2: <i>problem situation expressed</i>	Develop the idea of systematically <i>problematic</i> situation based on the information obtained. The researcher breaks down the problem so that it becomes <i>structured problems</i> through <i>rich picture</i>	Formal and informal discussions; Deep interview; and literature study
Stage 3: <i>root definition of relevant purposeful activity</i>	Develop metaphors from the "root" problems that can convey and describe the system in the context of research. <i>Roots Definitions</i> describe what, how, and why in the system that is done. Using RD to enrich questions about problematic situations.	Deep interview; and literature study

Stage 4: <i>conceptual models of the systems named in the root definition</i>	The researcher made a model based on RD guidance on PQR, CATWOE analysis, and 3E criteria ( <i>Efficacy, Efficiency, and Effectiveness</i> ).	Formal and informal discussions; Deep interview; and literature study
Stage 5: <i>comparison of models and real world</i>	Comparing the results of the study with the realities of the real world to create a comparative table to facilitate the comparison process. The comparative results will be a guide for researchers in designing changes that will improve the problematic situation.	Formal and informal discussions; Deep interview; and literature study
Stage 6: <i>Changes: Systematically Desirable and Culturally Feasible</i>	Analyze and interpret problematic situations based on previous comparison. The results of this analysis will be the basis for determining changes to problematic situations.	FGD, in-depth interviews, and literature studies
Stage 7: <i>action to improve the situation</i>		

## RESULTS AND DISCUSSION

*Stage 1 SSM: Problem Situation Considered Problematic.* The existence of the DJSN which assists the president in the formulation of public policies is limited on monitoring and evaluating and synchronizing the implementation of the National Social Security System (SJSN), conducting studies and proposing investment policies plus proposing a budget for recipients of contribution assistance. As an external supervisor, the DJSN has not carried out its functions effectively so it needs to be more empowered. The explanation above which describes the vulnerability of direct supervision, requires the management of BPJS must be carried out by professionals with high integrity and proven "track record" of both the supervisory board and the board of directors.

Managed-funds that are so large with far greater potential in the future, could cause a great temptation to deviate. Corruption can be done as easily as turning hands without super-tight supervision by both internal (Supervisory Board and Internal Supervision Unit) and external supervisors. Thus, many general and special requirements, need to focus on compulsory integrity and must be the main consideration. It is not only a matter of honesty to abstain from corruption, irregularities, and the like that must be prioritized, but also a commitment to efficiency and prohibited from wasting funds in accordance with one of the principles of social security.

The integrity factor of prospective candidates is a very crucial factor that should not be ignored because handling hundreds of trillions of rupiah in funds requires an extraordinary commitment of honesty. Article 3 Paragraph (1) item (d) of the Perpres concerning Procedures for Election and Determination of Members of the Supervisory Board and Members of the Board of Directors of the BPJS is expressly stated, prospective candidates must have integrity and an undesirable personality Integrity considerations are absolute elements that cannot be tested or detected from the interview. That is why the mechanism of involvement of PPATK and KPK needs to be pursued. In addition to integrity, the morality of prospective candidates must also be taken into consideration by the president when determining the second directors of BPJS.

*Stage 2 SSM: Problem Situation Expressed.* Characteristics of SSM users, users will be observed through images and diagrams, known as rich picture - as well as making notes and writing narratives. Checkland (1990) states, this is because human events show the pageant of relationships, and images will better record relationships and connections than prose. Next, the researchers structured the problem that is linked to form the problem situation structure mapped in the form of rich picture. Rich picture will help researchers in doing research (Checkland and Poulter, 2006).

*Stage 3 SSM: Root Definition (RD) of Relevant Purposeful Activity.* RD is a relevant system concerning the system of problems studied. RD can also be interpreted as a brief verbal definition expression of the nature of the system deemed relevant to explore the problem situation. This transformation in root definition is related to the BPJS Health Board Manual. This RD implies the System that is owned by the Internal Supervisor of BPJS in

changing the BPJS Health Board Manual (P) through formal law in the formulation of policies regarding guidelines for good organizational governance (Q) in order to ensure the achievement of collaborative governance of the JKN System (R).

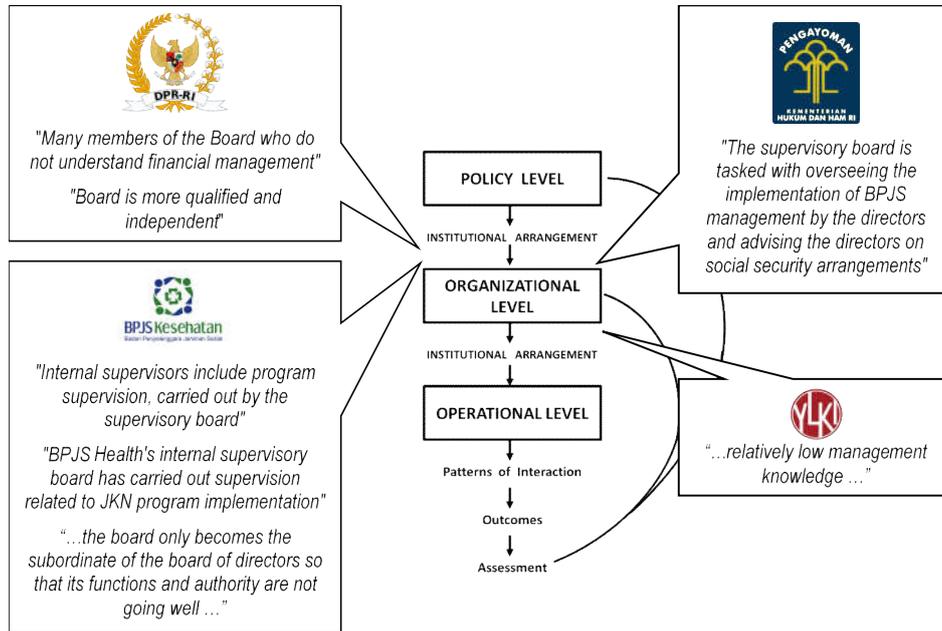


Figure 4 – Rich Picture (Source: Primary Data)

Table 2 – CATWOE in RD

Customers	President, DPR RI, DPD RI, Ministry of Health, Ministry of Human Rights, BPJS Health.
Actors	Supervisory Board and Internal Supervisory Unit
Transformation	From Not Optimal to Optimal Board Manual of BPJS Health as of June 2014 which is a guideline for organizational governance
Weltanschauung	The BPJS Health Board Manual as of June 2014 which is a guideline for organizational governance is expected to clarify the authority of the Internal Supervisors in supervising the implementation of BPJS management by the directors and advising directors on the implementation of the Social Security program
Owner (s)	BPJS Health, the Supervisory Board and the Internal Audit Unit
Environment	Parties who do not want the occurrence of formal laws and informal conventions in improving the Health Insurance System Policy

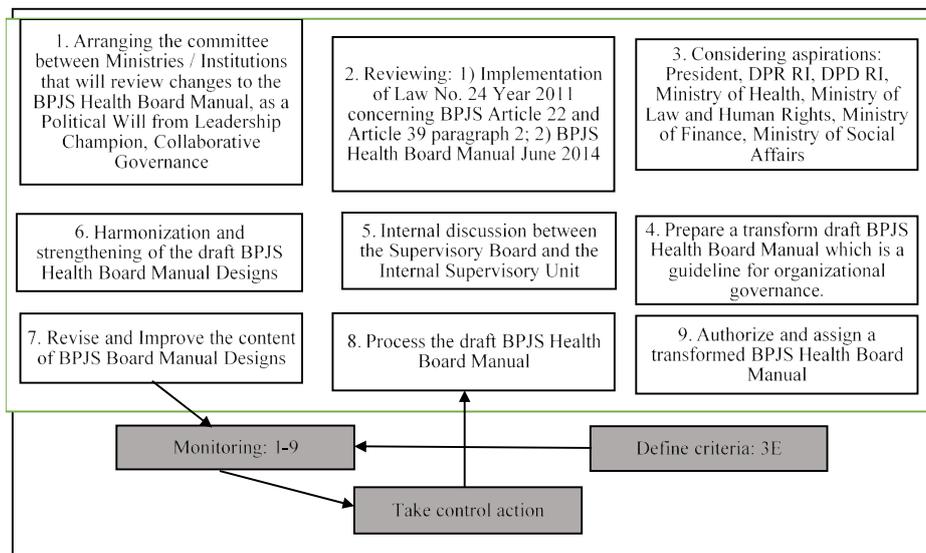


Figure 5 – Conceptual model at Organizational Level (Source: Primary Data)

*Stage 4 SSM: Conceptual Models of the Systems Named in the Root Definition.* In making the CM in each RD activity, it is analyzed using the elements of collaborative governance found in Emerson & Nabatchi (2015).

The success of CM can be measured through three criteria: Efication, Efficiency, and Effective.

*Efication:* The existence of formal law and informal conventions in changing Board Manual BPJS per June 2014 that the corporate governance guidelines as mandated by the Law of the Republic of Indonesia Number 24 Year 2011 on BPJS Articles 22 and 39 paragraph (2).

*Efficiency:* Use minimum resources (financial and time).

*Effective:* Changes to the BPJS Health Board Manual as of June 2014 which is a guideline for organizational governance according to the mandate of the Law of the Republic of Indonesia Number 24 of 2011 concerning BPJS Article 22 and 39 paragraph (2).

*Stage 5 SSM: Comparison of Models and Real World.* This activity aims to answer the question of whether the model as an intellectual tool is relevant to the real research problem (Checkland (1999) in Currie, Galliers, & Galliers, 1999); by means of Informal Discussion, Formal Discussion, Screenplay Writing, Real World Model Modeling Checkland and Poulter (2006) and Checkland (Checkland (1999) in Currie, Galliers, & Galliers, 1999).

Table 4 – Comparison Conceptual Model with Real World

No.	Activity in the Model	Exists?	How?	Good / bad?	Alternatives?
1	Arranging the committee between Ministries / Institutions that will review changes to the BPJS Health Board Manual, as a Political Will from Leadership Champion, Collaborative Governance	No	Meetings	Good	Collaborating with BPJS, Ministry of Health
2	Reviewing: 1) Implementation of Law No. 24 Year 2011 concerning BPJS Article 22 and Article 39 paragraph 2; 2) BPJS Health Board Manual June 2014	No	Meetings, FGDs, Seminars	Good	Collaborate with BPJS, Ministry of Health, academics, researchers
3	Considering aspirations: President, DPR RI, DPD RI, Ministry of Health, Ministry of Law and Human Rights, Ministry of Finance, Ministry of Social Affairs	No	Meetings	Good	Collaborate with BPJS, Ministry
4	Prepare a transform draft BPJS Health Board Manual which is a guideline for organizational governance	No	Meetings	Good	Collaborating with the Ministry of Justice and Human Rights
5	Internal discussion between the Supervisory Board and the Internal Supervisory Unit	No	Meetings	Good	Collaborate with BPJS, Ministry
6	Harmonization and strengthening of the draft BPJS Health Board Manual which is a guideline for organizational governance in accordance with the mandate of Law 24/2011 Article 22 and 39 paragraph (2).	No	Meetings	Good	Consultation with the DPR RI, DPD RI, Ministry of Justice and Human Rights
7	Improving the draft BPJS Health Board Manual which is a guideline for organizational governance in accordance with the mandate of Law 24/2011 Article 22 and 39 paragraph (2)	No	Meetings	Good	Consultation with the DPR RI, DPD RI, Ministry of Justice and Human Rights
8	Process the draft BPJS Health Board Manual which is a guideline for organizational governance in accordance with the mandate of Law 24/2011 Article 22 and 39 paragraph (2)	No	Meetings	Good	Consultation with the DPR RI, DPD RI, Ministry of Justice and Human Rights
9	Authorize and assign a BPJS Health Board Manual which is a guideline for organizational governance in accordance with the mandate of Law 24/2011 Article 22 and 39 paragraph (2)	No	Meetings	Good	Socialization by DPR RI, Ministry of Health, BPJS

Source: Adapted from Checkland and Scholes (1990).

*Stage 6 SSM: Systematically Desirable and Culturally Feasible.* After conducting discussions and researches to compare conceptual models with perceived reality, the next step is to formulate recommendations for any changes or actions needed to address the

problems. The recommendations are usually described as "systematically desirable" and "culturally feasible" (culturally feasible to do in the real world) to support the desired change of theoretical research practice or research interest. So that in the end will be gained knowledge (understanding) about Collaborative Governance best practice in JKN program become lesson learned.

Table 5 – System Changes

<i>Systematically Desirable?</i>	<i>Culturally Feasible?</i>
Yes, with the financial losses suffered by BPJS Health in 2015, it is necessary to change the BPJS Health Board Manual, so that the management of BPJS Health can be better.	Yes: (1) BPJS Health internal supervisors can carry out their duties according to the mandate of the Law of the Republic of Indonesia Number 24 Year 2011 concerning BPJS Article 22 and 39 paragraph (2); (2) The existence of <i>good will</i> from the directors of BPJS Kesehatan to position the Supervisory Board and Internal Supervisory Unit to be independent internal supervisory institutions

Source: Adoption of Checkland and Scholes, 1990.

*Stage 7 SSM: Action to Improve the Situation.* Possible actions in correcting the problem situation are internal BPJS Health Supervisors (Supervisory Board and Internal Supervisory Unit) and BPJS Health directors can agree on changes to the BPJS Health Board Manual as of June 2014, so that the BPJS internal supervisors carry out their duties to:

- Supervise the management policies of the BPJS and the performance of the Directors;
- Supervise the implementation of management and development of the Social Security Fund by the Board of Directors;
- Providing advice, recommendation, and consideration to the Board of Directors regarding BPJS management policies and implementation; and
- Submit a monitoring report on the implementation of Social Security as part of the BPJS report to the President with a copy to the DJSN.

## CONCLUSION

We use the theory of collaborative governance to look at the implementation of organizational management, especially related to the BPJS Health Internal Supervisory Board. Organizational management based on collaboration systems involves the BPJS Health, the Supervisory Board and the Internal Supervisory Unit. Currently, research on the management of Indonesian BPJS is still seen as partial and non-holistic. Thus, in this study, the problems in the management of BPJS, especially internal supervision, are revealed as systemic problems and need to be resolved in a non-linear way with systems thinking approaches.

In general, the conclusions of the research focus on collaborative governance that is established between government institutions; and also involves non-governmental organizations that act as BPJS organizational supervisors.

- The value of political will in the management of collaborative organizations is necessity to enable the initiation of the organization to collaborate with other Institutions in preparing the management guidelines and internal supervision of the Health BPJS. Empowering internal BPJS supervision regulations is needed to carry out program control functions; and the success of the JKN program.
- The absence of a political will in the leadership champions on collaborative governance theory illustrates the lack of a well-functioning internal supervisory management system owned by BPJS Health. Thus, political will is interpreted as a dynamic driver or process of collaboration in implementing the JKN program at every level of policy (Bromley, 1989) conducted between government organizations, or government organizations with the community.

- Systematically, improvements to BPJS management, especially internal supervision, can be carried out through several steps so that the implementation of actions can be carried out properly. The emphasis is on carrying out the duties, principal, and functions (tupoksi) of internal supervisors and making internal supervisors as an independent entity.

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