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## **A Literature Review: Cross-Sector Collaboration Arrangements to Deliver Public Services and Goods**

**Qaedi Aqsa, Bernardus Yulianto Nugroho**

Faculty of Administrative Science, Universitas Indonesia

qaediaqsa94@gmail.com

**Abstract.** Cross-sector collaboration is a growing topic in the discourse of new public governance. This topic is the importance of public managers collaborating with other actors outside the government, such as the private sector and non-profit organizations, in producing and delivering public goods and services. This journal uses a qualitative approach with a literature review method from books and journals that explains the concepts and approaches of cross-sector collaboration. The results of this study show a continuum of cross-sector collaboration approaches. Public managers can choose the approaches such as Government Provision, Contracting-out, Public Private Partnership (PPP), Network, and Independent Public Services Provider (IPSP). Each approach has its character, from the provision, financing, production process, relationship with society, and trust between actors.

**Keywords.** new public governance, cross-sector collaboration, public services & goods

### **1. Introduction**

New public governance makes the governance paradigm more open. There are many demands to create good public services and targeted policies and programs. One of the crucial pillars in the new public governance is government administration. It is shown by the involvement of various stakeholders within government and non-government elements, such as the private sector and community (Osborne, 2010). New public governance emphasizes partnership and collaboration rather than competition (Bryson et al., 2016).

In the twenty-first century, the complexity of problems in society continues to grow, including the availability of solutions (Goldsmith et al., 2004). Problems become more global and local as power is dispersed and boundaries become more fluid. Meanwhile, prior available solutions were insufficient, as approaches had to be adapted to increasingly complex problems, while diverse and mobile populations demanded new solution options (Goldsmith et al., 2004).

Hence, space is needed that allows innovators outside governments to create creative solutions so that the governments' influence is not reduced due to unpreparedness to provide solutions to solve the problems. This condition has gradually resulted in a new governance model where the primary responsibility of the executives is no longer centered on managing people and programs but on organizing resources (Goldsmith et al., 2004). Agencies, bureaus, divisions, and government offices are becoming less critical as direct service providers. Nevertheless, they become more important as providers of public goods and services in the

relationships networks of multi-organizational, multi-government, and multi-sectoral that are increasingly characteristic of modern governance (Goldsmith et al., 2004).

In the new public governance approach, the involvement of other parties is proposed as a new model in which several state and non-state actors contribute to providing public services through networks, partnerships, and collaborations (Osborne, 2006). The limited ability of the governments to give public value to the community has caused the governments to perform various forms of privatization of public services. Thus, some concepts, such as public-private partnerships, emerge as governments' efforts to meet public expectations through the private sector or other actors (Verschuere et al., 2012).

Cross-sector collaboration must be built by the governments to help create better public services. Cross-sector collaboration is the process of sharing information, resources, activities, and capabilities within two or more organizations to achieve common goals, where these goals cannot be achieved with only one party (Bryson et al., 2006). When public problems are more complicated and complex, coupled with limited resources owned by the public sector, public managers need choices to involve other organizations outside governments to give public services. Such options must be innovative and more flexible than conventional approaches, such as direct government provision or contracting.

The creation of new methods of public service delivery provides public managers with a choice among various policies and implementation tools (Salamon and Elliott, 2002). The private sector is capable and credible in providing public goods and services. When collaborating with governments, the private sector gives public managers options to improve the quality of the goods and services and their access to society. To strengthen the capacity for innovation in creating public services, the public sector must enhance the capacity with relevant expertise from other sectors and empower innovation through a combination of various disciplines (Bason, 2010). Besides, the public sector that wants to deliver services efficiently and effectively must cooperate with other entities through contractual and collaborative relationships to provide the public goods expected (Agranoff, 2012).

## **2. Research Method**

This study applied the literature review method by conducting a qualitative analysis of secondary data, such as books, scientific journals, and prior research reports related to cross-sector collaboration. The literature review aimed to present a comprehensive explanation of why a research topic/question was considered essential. Besides, it also purposed to develop relevant research and theories related to the topic raised, discuss the quality of prior studies and their findings, and outline contextual debates that have been or are currently ongoing (Yang, Kaifeng, & Miller, 2008).

## **3. Result & Discussion**

### **3.1. Definition of Cross-Sector Collaboration**

Cross-Sector Collaboration is the voluntary linking of organizations in two or more sectors in a common effort that involves a sharing of information, resources, activities, capabilities, risks, and the decision-making aimed to achieve an agreed public outcome that would have been difficult or impossible to achieve by one organization acting alone (Bryson et al., 2004, 2006). Attempts have also been made to define the unique elements of "public-private" partnerships or cross-sectoral collaboration, either between government and business or government and the voluntary sector (O'Leary and Bingham, 2009).

Cross-sector collaboration is an alliance involving government, business, non-profit organizations, communities, and the public or citizens (Bryson & Crosby, 2015). In cross-sector collaboration, interactions and relationships exist between two or more organizational sectors, including the public and private sectors. The public sector comprises government units at all levels, including state and national. The private sector contains profit and non-profit sectors. Furthermore, cross-sector collaboration can combine three or more sectors, including public-private, public-non-profit, private-non-profit, or public-private-non-profit (John Forrer et al., 2014).

In the cross-sector collaboration discourse, intra-government collaboration is not the main focus. The collaboration process that is "forced" is also excluded from the concept of cross-sector collaboration. Therefore, the value of "voluntary" is significant in the collaboration process (John Forrer et al., 2014). Additionally, the collaboration conducted by social value-oriented companies is excluded from the cross-sector collaboration discourse. Social companies implement commercial efforts to improve human and environmental welfare rather than maximizing profits for external shareholders (Ridley-Duff and Bull, 2011). The management of cross-sectoral collaboration should focus on social innovation when partners' resources and capabilities can interact more efficiently to create social value (Grudinschi et al., 2013).

Cross-sector collaboration usually results from the failure of one sector and how public value can be created by building on the distinct strengths of each sector while minimizing or overcoming the weaknesses of other sectors (Bryson & Crosby, 2015). Within the framework of the public sector, governments carry out cross-sector collaboration to expand funding and knowledge and share risks with other sectors in accelerating the process of implementing public services and values (John Forrer et al., 2014). Meanwhile, for the non-public sector, collaboration is performed to reinforce its mission to the public. It is, of course, within the framework of the interests of each organization, such as increasing business opportunities, gaining profits, and strengthening reputation.

Limited expertise, capacity, and funding owned by the governments at all levels in identifying emerging trends and adopting effective policies and procedures, ultimately makes managers in the public sector involve actors outside the governments, including private or non-profit. Each sector has strengths and weaknesses in solving societal problems and creating public value. When single-sector solutions fail or prove inadequate, leaders, policymakers, and activists turn to cross-sectoral collaboration. The cross-sectoral collaboration will only be successful if it appropriately capitalizes on the strengths of each sector while minimizing or overcoming its weaknesses (Bryson & Crosby, 2015).

Cross-sector collaboration is not one of the answers to overcoming the conditions. Still, if the governments can map and identify how processes and forms of collaboration are performed, it can be an effective alternative to protecting the public interest (John Forrer et al., 2014). The successful implementation of cross-sector collaboration must be sensitive to political competence that allows the governments to mobilize resources and maneuver meaningful contributions from non-government actors (Kekez, Howlett, & Ramesh, 2018).

### **3.2. Cross-Sector Collaboration Arrangements**

In recent decades, many public managers have operated in complex intergovernmental and inter-organizational collaboration environments, creating dependencies among jurisdictions, government agencies, non-profit associations, and nonprofit entities at the local level (Agranoff & McGuire, 2003). In functional areas, public managers contract with private sector agencies to supply essential services to the public (Agranoff & McGuire, 2003). These

efforts have defined public-private partnerships or cross-sectoral collaboration between government and business or government and the non-profit sector (O'Leary and Bingham, 2009).

In cross-sector collaboration, governments engage with other governments and non-government sectors through several approaches, such as partnerships, networks, contractual relationships, alliances, committees, coalitions, consortiums, and councils (Agranoff & McGuire, 2003). The approaches that public managers can choose are very diverse. If cross-sector collaboration is described in a continuum, then collaboration occurs in the midst of how organizations deal with public problems (Crosby and Bryson, 2005). On the far left continuum, public managers barely relate to each other when dealing with public issues that even surpass their capabilities. On the far right, public managers must join forces with new entities to deal with problems by integrating capabilities and resources (Bryson and Crosby, 2006).

Here, the researcher refers to the *Governing Cross-Sector Collaboration* book by John J. Forrer, James Edwin Kee, & Eric Boyer (2014) as the primary literature review to explain several cross-sector collaboration approaches. Based on Figure 3.1, there are several approaches that public managers can apply in performing cross-sector collaboration, starting from fully controlled by the governments (public provisions) to fully controlled by the private sector (private provisions). Each collaborative approach has its advantages and disadvantages. Increasingly to the left, the governments possess full control over defining, producing, and providing public goods or services. Meanwhile, when moving to the right, the government's control decreases because of the involvement of other actors. The extreme right is privatization. It is when governments fully give authority to the private sector to supply public goods or services. Further, the government's involvement is limited to the regulatory process and tax rules (John Forrer et al., 2014). In addition, when moving to the right, the governments will also have to operate in a greater collaborative environment, and the intensity of collaboration is likely to increase considerably.

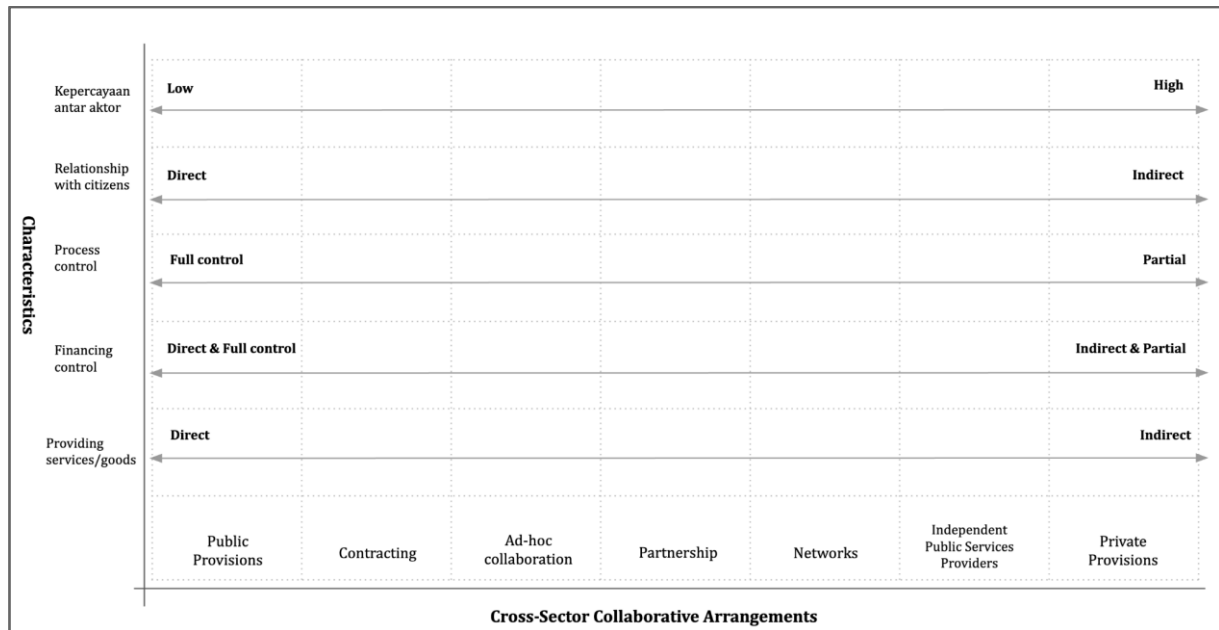
Each cross-sector collaboration approach has its characteristics. For example, in the provision of goods and services, when moving to the right side of the continuum, the governments build relationships and interactions with other parties in the process of providing them. It means that the governments surrender some control over the production of public goods and services. Besides, it also means that the governments give a more autonomous role to each actor and the full supply process from the private sector. The movement of each continuum, from left to right, shows the involvement of many actors, thereby creating a more innovative environment (John Forrer et al., 2014).

Furthermore, each approach is also different in terms of financing, the production process, and the resources performing production. On the far left continuum, the governments immediately give all aspects and direct the production process. Increasingly moving to the right, the governments begin to open up spaces for collaboration. The collaboration can be in terms of funding and joint production in the public-private partnership concept, as administrators in the network governance concept, and handling everything to independent providers in the Independent Public Service Providers (IPSP) concept (John Forrer et al., 2014).

Each collaborative approach has implications for various relationships, both government with the community and government with other parties. The governments will be considered responsive to the community's needs if public services are brought directly by public employees. However, if other parties bring the services, their responsibility and accountability are considered reduced. For the relationship between the governments and other actors, the more to the right means, the higher the trust level. Networks & IPSP requires a high trust

between the governments and their collaborators. It is because the governments have less influence in the production and service delivery process, so the governments must have great confidence that the collaborators will perform activities as expected (John Forrer et al., 2014).

**Figure 3.1**  
**Cross-Sector Collaboration Arrangements**



Source: Adapted from Forrer et al. (2014)

The above method options can be seen as solutions for public managers in producing and delivering public services. The complexity of the problems that must be faced by public managers, limited funds, and the fast rate of changes have motivated everyone inside and outside the governments to find and create more effective and responsive methods of providing public services according to the needs and demands of society (John Forrer et al., 2014).

Next, the researcher discussed the options of cross-sector collaboration arrangements, that is public provisions, contracting, Cross-Sector Partnerships, networks, and Independent Public Service Providers (IPSP).

### 3.2.1. *Public Provisions*

In public provisions, the governments directly provide public goods and services, including the production process conducted directly by public employees. The governments immediately manage or assign the program to an agency under the direct government organizational structure (John Forrer et al., 2014). The governments immediately give financing, prepare and determine the production process, and decide the person who will produce and deliver products and services for public services.

The provision of products and services through public provisions will build direct interaction with the community because the delivery process is immediate from the government to the community without the involvement of other parties. The results of several studies explained that the public provisions approach was used to build public trust and was widely applied in the welfare state (Berg & Johansson, 2020). The provision of certain public services

will be more efficient, as it allows for lower prices for taxpayers (Francois, 1999). However, it must be considered in the public provisions approach regarding monitoring and evaluation aspects. It is because the production process is conducted directly by the internal government. Therefore checks & balances become one of the issues in this approach besides the efficiency and capacity of the government.

### 3.2.2. *Contracting*

*Contracting* is a concept when governments appoint other parties to supply goods and services that cannot be produced by themselves based on a contract or agreement system. This contract system is binding in the form of work specifications and the agreed implementation period. Therefore, in this system, full control is held by the government. The governments have a much stronger interest in the specifications, processes, and outcomes of the contracts agreed upon (John Forrer et al., 2014).

Governments have various objectives in the provision of services, and the efficiency offered by contracts is only one of such objectives. Furthermore, suppose the immediate objective of the contract intersects with a competitive advantage and productive efficiency. In that case, it will have an impact on improving service quality, diversified delivery systems, innovative designs, or program flexibility. Market theory tells us that this goal is more achievable in markets that offer competition (Johnston & Girth, 2012). Therefore, in the concept of contracts, public managers are very concerned about the supply market from which they obtain goods and services.

Contracting is divided into two categories, including contracting traditional and contracting collaborative. In traditional contracting, there is no interaction between the government and other parties. The governments dictate the terms and production processes of goods and services, while other parties focus on producing goods and services according to specifications and agreed legal contracts. Interaction and collaboration are very unlikely to occur in traditional contracting. Additionally, interactions built are more transactional, and the terms of the relationship are clearly stated in writing in the contract or cooperation agreement (Cooper, 2003)

Furthermore, collaborative contracting implements a contract scheme that allows ongoing interaction between the government and the contract recipient. In collaborative contracting, the interaction is relational because it involves aspects of governance that pass through the formal or written provisions of the agreement (Bertelli and Smith, 2009). Usually, the implementation of this scheme is mainly in the provision of services in the form of services, such as consultations for making road maps, work plans, etc. This type of contract is often referred to as relational because private and government providers require significant discretion to adapt services to meet societal needs (Bertelli and Smith, 2009).

### 3.2.3. *Cross-Sector Partnerships*

Cross-Sector Partnership is the most frequent approach used by governments in cooperating with other parties to supply public goods and services. In Cross-Sector Partnerships, the governments co-produce public goods and services. The division of responsibilities is made clear and written between each party, starting from planning responsibilities, design specifications, risks, and financing. Every actor in Cross-Sector Partnerships has the same interests, so they try not to fail. Thus, each party must have strong incentives to share information and build close working relationships in providing public goods and services (John Forrer et al., 2014).

The models of Cross-Sector Partnerships are very diverse, but the most widely applied is the Public-Private Partnership (PPP) for infrastructure development. PPP is the concept of a cooperative relationship between two parties, and those are the public sector and the private sector. The public context here is the governments, ministries, agencies, or institutions that have the authority to provide public value. The private sector is a consortium or investor acting as a developer (Osei-Kyei & Chan, 2021).

In PPP, the relationship is long-term between parties, usually involving a longer-term concession agreement. Responsibilities and risks are shared fairly between each party involved in the project. Besides, stakeholder relationships are complex. The parties involved often include sponsoring public bodies, private transaction advisers, auditors, regulators, and international investment and construction companies (Jooste and Scott, 2012). The PPP concept has also received criticism and is considered to be able only to explain structural relationships that have contract value rather than a cross-party collaboration that offers value between partners (David J Roberts & Matti Siemiatycki, 2015). Despite these limitations, PPP is understood to involve a long-term partnership relationship where organizations can bargain on their behalf, and each organization makes a material or symbolic contribution (O'Leary and Bingham, 2009).

Cross-Sector Partnerships create opportunities for the public sector to supply public goods and services more innovatively. The challenge is to strike the right balance of control and flexibility, which allows external partners the latitude to exploit their comparative advantages while at the same time ensuring that the overall outcome meets the public interest (John Forrer et al., 2014). The advantage of this approach is that the limited resources and solutions owned by the governments can be overcome by the experienced private sector having specific knowledge so that the governments can focus on determining the specifications and output of public goods and services. In addition, each party also shares the burden and risk according to their respective capacities.

#### 3.2.4. *Networks*

Networks are a new and peculiar governance configuration for most public managers and are regulated in many forms. A governance network is defined as an inter-organizational network consisting of many actors from various sectors working together to influence the formulation, implementation, and monitoring of public policies. (Koliba, Meek, and Azia, 2019). The fundamental difference between networks and partnerships is in the number of actors. In networks, they involve more actors from the public and private sectors. Besides, in the concept of networks, collaboration is conducted to accelerate the program's implementation and reach many recipients.

The form of collaboration in the concept of networks occurs more inclusively than public-private partnerships or cross-sector partnerships. Networks are an extension of the concept of informal collaboration. They are found more frequently in human service delivery and disaster response activities. However, they are also commonly used in other areas of public service delivery, such as job training and local economic development. Networks are increasingly being adopted to address global problems (Hale and Held, 2012). They occur when non-governmental actors and members of civil society play a key role in service delivery (Kekez, Howlett, & Ramesh, 2018).

Managing networks requires administrative capacity beyond the usual management skills necessary to work in government. Public managers must master the challenges of managing networks, such as aligning goals, providing oversight, preventing communication

crises, coordinating multiple partners, managing tensions between competition and collaboration, and dealing with data deficits and capacity shortages. (Goldsmith et al., 2004). The potential of networks is to provide public services in a more innovative and responsive way than direct services from governments, contractors, or public-private partnerships. Recognizing network structure and function, adapting elements of success in network governance, and measuring results will communicate success. Besides, they can lead to better integration of network governance into public administration work (John Forrer et al., 2014).

#### 3.2.5. *Independent Public Service Providers (IPSP)*

Independent public service providers (IPSP) offer new options for governments to collaborate with private parties in providing services and public goods. IPSP has two extreme collaboration conditions for the governments. First, it can offer the most innovative approach to delivering public services because providers can manage processes and priorities independently of various government administration processes (John Forrer et al., 2014). Second, because IPSPs operate outside the scope of government control, their independence can make them inelegant collaborators for governments that are used to setting agendas, directions, and delivery in conventional collaboration (John Forrer et al., 2014).

IPSP is a collaborator in the new governance of the provision of public goods or services by the government. Such collaborator entities may consist of businesses, nonprofit organizations, and government units collaborating to produce or deliver public goods or services but operating outside government control and oversight. This government control and supervision are only in the form of regulations and tax rules, not regulating relations and interactions between actors (John Forrer et al., 2014). Therefore, in IPSP, trust between actors must be strong because the provision of public goods and services is given by independent parties outside of direct government control. IPSP is a cross-sectoral collaboration designed to meet unmet public needs instrumentally and symbolically in the production and delivery of public goods or services by combining government, private, and nonprofit organizations (Weng & Christensen, 2018).

The IPSP approach has strengths and weaknesses. The greatest strength of IPSP is its ability to act outside conventional government frameworks. Thus, it becomes innovative and flexible, whereas governments are often more rigid and bureaucratic process-driven (John Forrer et al., 2014). However, the weakness of IPSP is that its autonomous nature means that the governments do not have direct control over the production process. Hence, the accountability process will be more difficult than other cross-sector collaboration approaches.

## 4. **Conclusion**

In the new public governance approach, the involvement of parties other than the government is very important. The complexity of the problems that exist in society makes the government have to use new ways to solve them, especially aspects of the provision of public goods and services. Cross-Sector Collaboration is one of the solutions that public managers can apply in producing and delivering public goods and services. Limitations owned by the governments, including funding, resources, knowledge, and expertise, can be overcome by parties outside the government, the private sector, and profit and nonprofit institutions.

In performing cross-sector collaboration, governments are also faced with several options that can be employed, such as Government Provisions, Contracting-Out, Public-Private partnerships (PPP), Networks, and Independent Public Services Providers (IPSP). Each approach has characteristics, from the supply process, government and community relations, trust between actors, and the issues faced. In this case, public managers must be able to analyze

the needs of the process of production and delivery of public goods and services in determining the cross-sector collaboration approach to be used.

Each option offers public managers a different approach to delivering public services & goods. Each has advantages to offer public managers, although different expectations for engaging collaborators. Public managers must be able to identify the requirements of each option to ensure successful collaboration. Whichever option is important promotes efficient and innovative delivery of public services, public managers must therefore understand how to align public service delivery with the best options.

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