

**COLLABORATIVE GOVERNANCE IN BIRTH CERTIFICATE SERVICES  
(COOPERATION BETWEEN AIRLANGGA HOSPITAL AND  
DISPENDUKCAPIL SURABAYA CITY)**

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***Abstract***

*The function of government administration is to carry out excellent public services, both from the lowest to the highest levels in the world of government. Collaborative governance is one of the new strategy models of government that involves various stakeholders or stakeholders simultaneously in a forum with government officials to make joint decisions that aim to solve problems that cannot be faced by the government itself. This study was compiled to find out how the collaborative governance process of birth certificate services by the Surabaya City Dispendukcapil is, whether this program has run well and to find out what are the supporters and inhibitions as well as the advantages of the running process of this program involving several parties. The analysis technique used in this study is descriptive. The research was conducted by collecting data through direct interviews with hospitals in the city of Surabaya. The method used is qualitative descriptive which conveys data narratively through other people's words, quotes, various texts, or other discourses. The results of the study show that the supporting factors for the running of this activity are the support from partners such as urban villages, sub-districts, hospital employees, the community, the mass media, and other ranks of agencies who trust each other. Then the inhibiting factors that lead to a lack of human resources, people who do not understand, and also technical obstacles such as communication technology and information media that are not complete enough. Special attention is needed regarding adequate infrastructure and human resources in the process of issuing birth certificates so that they run quickly and efficiently.*

*Keywords: Collaborative Governance, Policy, Public Service, Birth Certificate*

**INTRODUCTION**

At this time, the demand for speed and accuracy is a priority in any activity that makes the times change so quickly, technology and information also follow following the speed and accuracy in the activities of the cooperation process between the community, government, and private sector, of course, each group has certain interests. The function of government administration is to provide excellent public services, both from the lowest to the highest levels in the world of government, service quality is an important indicator for public servants. Improving public servants is an important issue because good public services are always the demand of the community while the public services provided have not changed. (Maulani, 2020).

Aspects of excellent service provision, government bureaucracy, and smooth

government operations are fundamental things that are inherent and cannot be separated from the scope of public services. *Public service* is a service or provision to the community in the form of using public facilities, both services and goods carried out by public organizations (Takahepis, J. K. R., Kasenda, V., & Monintja, 2021). People who experience services from the government can directly assess the quality of service they receive. Therefore, providing good service will have a positive impact on public satisfaction, on the contrary, poor service will reduce their satisfaction.

Public policy refers to actions taken by governments or public institutions to solve problems or achieve specific goals in society. Public policy can cover areas such as education, health, the environment, the economy, and more (Tanjung et al., 2023). Policies are formulated based on needs which later become common goals in the process of life. The policy-making process must certainly involve every element of the government, society, and also the private sector, which is certainly a determining indicator of the success of the policies that will be formulated and implemented later. Each of the stakeholders has a task and focus of the policy that is formulated as capital to achieve the goals that have been set together.

About Public Policy, *collaborative governance* is one of the new strategic models of government that involves various stakeholders or stakeholders simultaneously in a forum with government officials to make joint decisions aimed at solving problems that cannot be faced alone by the government itself. (Putri Khasanah & Purwaningsih, 2021). The cooperation program by Dispendukcapil Surabaya City with Airlangga Hospital which contains new birth certificate registration services for babies whose parents have identity cards from Surabaya City is a form of a breakthrough from the Surabaya City government in accelerating the birth certificate registration process in Surabaya City.

Population administration is very important because it is always in contact with every activity of life in Indonesia. (Wahyu Soesanto & Sunarya, 2023).. According to Permendagri No. 9/2016 on the Acceleration of Increasing the Coverage of Birth Certificate Ownership, the importance of accelerating the increase in birth certificate ownership coverage is the basis for the Surabaya City Dispendukcapil to make a new breakthrough. The Surabaya City Dispendukcapil seeks to accelerate the birth certificate registration process by cooperating with hospitals throughout Surabaya City in its implementation. Currently, the Surabaya City Dispendukcapil has collaborated with 50

hospitals in Surabaya, both private and government-owned, as well as 104 midwives. This is certainly a program that should be well appreciated because it makes it easier for people to take care of birth certificates directly at the hospital where their baby was born, without having to queue at Dispendukcapik to record birth certificates.

*Collaborative governance* is a process that has certain rules that are implemented together and interact for mutual benefit between the stakeholders involved. Collaboration can also arise from the interdependent relationships involved between stakeholders in addressing issues originating from the public. Through the perspective of collaborative governance, the positive goals desired by each stakeholder will be achieved. (Gunawan & Ma`ruf Farid, 2020).

## **LITERATURE REVIEW**

### ***Collaborative Governance***

*Collaborative governance* is a paradigm that mobilizes stakeholders who are involved in formulating a policy that is mutually agreed upon, in this case consisting of *non-governmental* organizations (NGOs), business people, intellectual groups, and **community** leaders. (Rahmah, 2023). The policies taken must be based on the common goals of each stakeholder in its implementation, collaborative governance is a paradigm that can be a solution in the process of implementing activities that will be able to involve several stakeholders for the benefit of common goals.

### **Public Policy**

Public policy is an activity carried out by the government or institutions that are used to solve problems in everyday life, the policy-making process has paths and stages that become benchmarks in policymaking. Public policy implementation is an activity planned by an implementer or implementor to realize a government program so that it shows results or achieves a goal. (Raskita, 2020). According to Claves in Permatasari & Iman (2020), policy implementation is also considered an action process that involves administrative and political aspects.

### **Public Service**

Service is a form of activity provided to others as a form of fulfillment of needs to achieve a desired goal. This activity is an effort to fulfill all the basic rights needed by the community. (Hutasoit et al., 2023). A good public service has a good system as well and will produce good quality public services, a good service system is a system that is

by existing standards and mechanisms so that in the service process there are no irregularities and if they occur, they will be visible and known. (Maulani, 2020). The concept of public service should be something that needs to be understood by all apparatus working in government agencies that are directly related to the community because government agencies provide monopolistic services so that people have no other choice (Sirait, 2011).

### **Service Quality**

In seeing the quality of service, of course, both oral and written assessments become a reference in measuring service quality, this value is very important in looking back at the process of running the service whether it has gone well or not, and can be used as a review discussion for improvement materials. The service that the community wants is a quality and good service, the more that is given to the community in filling regional development will be further encouraged regional economic growth will be further encouraged and regional economic growth that leads the community to a better level of welfare will be achieved. (Piranda & Zulkifli, 2019).

### **Surabaya City Population and Civil Registration Office**

The Population and Civil Registration Office often called Dispendukcapil of Surabaya City is located at Surabaya Museum (Siola Building) which is located at Jl. Tunjungan Number 1-3 Genteng, Genteng District, Surabaya City. Dispendukcapil Surabaya City is one of the regional apparatus organizations whose activities are public service providers. The services provided are related to civil registration services and population services. Dispendukcapil Surabaya City oversees all sub-districts and villages in Surabaya City, which are recorded as 31 sub-districts and 153 villages. One of the objectives of the Surabaya City Dispendukcapil is to increase the accountability of local government administration, to realize this goal the Surabaya City Dispendukcapil has 2 targets, namely:

- a) The realization of accurate population data and a society that is aware and orderly in population administration.
- b) Improve the quality of population administration services.

In addition, there is a Service Motto of Dispendukcapil Surabaya City, namely "Providing excellent, dynamic, and humanist administrative services" which is a reference for efforts to realize and improve services in Districts and Villages related to

population and civil registration services in the Surabaya City area.

### **Birth Certificate Service**

Birth certificate services are population administration service activities carried out by government agencies in the process of recording and legalizing the birth of children. A birth certificate is an official document that contains important information about the child and serves as a valid identity for administrative purposes. The birth certificate service is a service for the identity of every child as outlined in the form of a birth certificate as a form of recognition from the state which is clearly emphasized in Law Number 35 of 2014 concerning Child Protection. (Randi Novrizal, 2020).

### **RESEARCH METHODOLOGY**

Zeithaml (1990) in (Mukarom and Laksana, 2015) suggest that five dimensions must be considered in seeing the benchmarks of public service quality, including (a) *Tangible* (tangible) is the quality of service in the form of physical office facilities, computerized administration, waiting rooms, and communication; (b) *Reliability* (reliability) which consists of the ability of the service unit to create the promised service quickly and accurately; (c) *Competence* (competence) refers to the demands possessed, knowledge, and good skills by the apparatus in providing services; (d) *Communication*, namely the attitude of service providers to listen to voices, desires or aspirations, as well as the fairness of providing services, and always providing new information to the public; and (e) *Courtesy*, namely friendly, friendly, responsive to the wishes of the community, and willing to make contact or personal relationships.

This research uses a type of qualitative research which is defined as an investigative process to understand social problems based on the creation of a complete holistic picture formed with words, reporting the views of informants in detail, and arranged in a natural setting. (Along et al., 2020).

As well as using descriptive analysis techniques carried out by collecting data, direct interviews to hospitals in Surabaya City, and collecting information related to seeing the quality of birth certificate registration services in hospitals that cooperate with the Population and Civil Registration Office of Surabaya City and with informants from representatives of officers who register birth certificates in each hospital in the city of Surabaya. Therefore, descriptive qualitative research methods convey data narratively through other people's words or quotations, various texts, or other

discourses.

### **Research Focus**

This research was prepared to find out how the *collaborative governance* process takes place through the birth certificate service initiated by the Surabaya City Dispendukcapil, whether this program has been running well, and to find out what are the supporting and inhibiting factors of the program, as well as the advantages of the process of running a program that involves several parties. This research will assess the quality of service and the process of *collaborative governance* that can be measured and become the subject of evaluation for several *stakeholders* involved in the implementation of this activity. In addition, this research also examines the problems faced by the hospital in the process of issuing birth certificates and the solutions that can be implemented to overcome these problems. Thus, this research is expected to be able to provide recommendations related to the process of issuing birth certificates to realize fast, precise and solutive services for the community.

### **RESULTS AND DISCUSSION**

#### **The Process of *Collaborative Governance* between the Population and Civil Registration Office of Surabaya City and Airlangga Hospital**

In the opinion of Ansell and Gash, collaborative governance is a process of collaborative activities by organizing a decision in the policy process carried out by several public institutions with other related parties to solve public problems. (Anang Sugeng Cahyono, 2021). The theory of *collaborative governance* according to Ansell and Gash is a decision process in a policy-making process carried out by the government, several public institutions and non-governmental organizations, and the community which is carried out directly or indirectly and aims to solve public problems. (Dianti, 2022).

In this case, the Dispendukcapil of Surabaya City collaborates with several parties from the private sector and government and involves the community in solving public problems in the field of birth certificate issuance services in hospitals in Surabaya City. *Collaborative governance* is related to government policies in managing or carrying out government administration tasks, especially to overcome problems in the public by involving various stakeholders to achieve the objectives of government administration. (Arma, 2023).

The type of research used by researchers is a qualitative method with a descriptive approach to find out the perspectives of various parties related to stunting conditions in Surabaya City. The focus of this research is collaboration with *collaborative governance* indicators according to Ansell and Gash consisting of initial conditions, institutional design, leadership, and collaborative processes.

The reason why researchers chose 4 indicators of *collaborative governance* according to Ansell and Gash is because it is to find out the form of cooperation between the government and 3 other actors. The author focuses on the inhibiting and supporting factors for the collaborative process carried out by informants related to birth certificate registration in hospitals in Surabaya City. The location of research was conducted at hospitals in Surabaya City, and also at the Dispendukcapil of Surabaya City. the reason the place became the place of research was to find out firsthand data on the prevalence of obstacles faced when performing birth certificate issuance services.

The process of recording birth certificates is the main focus for the Surabaya City Dispendukcapil in the process of population administration. This is due to the Surabaya City Government's policy that requires every child born to have a birth certificate. Because of this, the Surabaya City Government collaborates with various sectors, both government and non-government organizations, related to the issuance of birth certificates for Surabaya City residents. Collaboration in the birth certificate service program involves the government, private sector, community, and social media. Some of these actors are involved in cooperation that refers to the indicators of Ansell and Gash's *collaborative governance* theory, with a focus on collaboration in birth certificate services. These indicators can be described as follows:

**a) *Starting Condition***

*Starting conditions* greatly affect the collaboration process whether it goes well or not, because *starting conditions* can facilitate or hinder cooperation between *stakeholders* and between institutions and stakeholders (Ekawati et al., 2023). Starting conditions are the process of occurrence of phenomena or events rather than a collaborative process involving elements that have the aim of accelerating the population process. The importance of birth certificate ownership is the main factor in the creation of this collaboration process. The initial condition is the relationship between elements and organizations outside the government with different

backgrounds to establish good cooperation in the relationship to be carried out. This collaborative relationship has been carried out quite well by the role of each element. Some government activities are carried out jointly with the private sector, the community, and the mass media, these four parties are very related and related so that they can carry out the collaborative process of recording birth certificates properly and correctly. But from some of the activities carried out not always from these four parties do their work optimally due to limited human resources or other problems. There are some of these elements that run this program quite well but there are some who do not run this program optimally.

One example of a successful hospital with this program is Surabaya's Dr. Soewandhi Hospital, which recorded the issuance of more than 1,000 birth certificates in one year. In contrast, Unair Hospital only recorded the issuance of 18 birth certificates in the same period. This raises questions for the Surabaya City Dispendukcapil about possible problems related to the recording of birth certificates at Unair Hospital. Therefore, from the results of monitoring and evaluation conducted by researchers who directly went down and met with Unair hospital officials, it was found that the process of recording birth certificates at Unair Hospital was hampered due to the lack of human resources from Unair Hospital, many technical obstacles, and also the lack of facilities and infrastructure owned.

**b) *Institutional Design***

According to Ansell and Gash (2007), institutional design is a rule specifically made about collaboration that is carried out transparently, deliberately, and fairly in the implementation process. Policy rules related to collaboration in birth certificate registration are regulated in Surabaya Mayor Decree Number 188.45/396/436.7.8/2018 concerning the Determination of Population Administration Service System, including birth registration within the framework of collaboration between Surabaya City Government and hospitals in Surabaya City. This regulation has been implemented well and in accordance with its main objective, which is to accelerate the issuance of birth certificates through the hospital where the baby was born. In the mayor's decree, the main objective is to accelerate the process of issuing birth certificates through the hospital where the baby was born. This is arranged to make it easier for the people of Surabaya City to access their population documents,



therefore it is necessary to have elements from the government, private sector, community, in the implementation of the birth certificate registration. If one of the *stakeholders* makes a mistake that is not in accordance with the target in the decree, a warning will be given so that it can be corrected and discussed again with the Dispendukcapil regarding the obstacles it is experiencing. In addition, this Perwali targets babies born in Surabaya and has the identity of Surabaya City residents. In its implementation, it has been running well, related to the latest policies made and has been running for more than two years. This implementation continues to be monitored and evaluated regarding the success of this program, if they feel unable to carry out this program then the option is given to terminate the collaboration.

**c) *Facilitative Leadership***

According to Ansell and Gash, leadership is a factor that influences the success of a collaboration activity. Therefore, the leader must be able to coordinate the process of collaboration and facilitate stakeholders and build trust with each other to avoid prolonged conflict in the collaboration process. In relation to the collaboration on birth certificate registration, it is stated in the mayor's decree that the leader structurally regulates the MOU between Dispendukcapil Surabaya and hospitals in Surabaya regarding birth certificate issuance services.

**d) *Collaborative Process***

According to Ansell and Gash in (Dianti, 2022) collaborative process is the provision of mutual trust and building commitment in planning which is carried out with collaboration involving the parties in it. Ansell and Gash (2007) explain several indicators related to the implementation of the collaboration process so that it can run well and directed, some indicators include the need for face-to-face dialogue, building trust in each other, providing mutual understanding, and the results of the collaboration process or intermediate outcomes. In this case, collaboration is not carried out by the government alone, but involves the community in the process, such as providing a suggestion and input box in the implementation of birth certificate issuance services, but this is still not seen at Airlangga Hospital in the birth certificate issuance service process, but the provision of a suggestion and input box is available at the Surabaya City Dispendukcapil. This is considered to be in accordance with the theory conveyed by Ansell and Gash which states that each collaborating party must

be in line with harmony in order to create maximum and sustainable results.

### **Quality of Birth Certificate Issuance Services at Airlangga Hospital**

Service quality is a special thing in providing a product, be it service or goods, which is in accordance with the demands or requirements in order to meet service quality and customer satisfaction and free from deficiencies or damage, among others:

#### **a) *Tangibles* (Physical Evidence)**

*Tangibles* are physical facilities such as administrative computers, waiting rooms, and communication is one element of the dimensions of excellent service. Completeness of facilities and infrastructure is an important indicator in the service process such as the availability of adequate work and other supporting equipment including the provision of information technology and telecommunications facilities.

Based on the previous data, from the results of interviews and observations obtained from the researcher's primary data and based on the theory above, the researcher can analyze that Airlangga Hospital has complete facilities and infrastructure, or physical office facilities that are not sufficient and complete, such as computers that already have full storage, printers that are used continuously and only one, unavailability of *banners* as information material about birth certificate services, However, Airlangga Hospital has adequate service rooms such as adequate waiting rooms, toilets, parking lots, document cupboards, special rooms for recording birth certificates, tables, file folders, tables, chairs, *portable* air conditioners, birth certificate registration service counters equipped with computers that have been integrated with the KNG (*Klampid New Generation*) admissions server, and are also equipped with printers to print registers and deed citations.

#### **b) *Reability***

Based on the dimensions of service Zeithaml (1990) in Mukarom and Laksana (2015: 85) cited in (Rendo, 2019) about reliability regarding service speed, namely the target service time can be held within the time specified by the service delivery unit. Service speed is included in the clarity and certainty points which include service procedures, service requirements in accordance with the SOP, and the accuracy of the estimated completion of documents.

Based on data from interviews and observations conducted by researchers, it can be analyzed that the speed of service at Airlangga Hospital is relatively slow. This is

due to the lack of human resources who are able to operate programs related to birth certificate services. This problem is caused because Airlangga Hospital officers have duties and portions for more important things than carrying out the birth certificate recording process. However, officers can still record birth certificates but only for officers or nurses who give birth there. This is certainly a problem because according to the MOU agreement at the beginning of the birth certificate service is devoted to the general public, but due to limited human resources at Airlangga Hospital, this program is not widely socialized for fear of a booming queue that overwhelms officers with a very small quantity of officers.

The accuracy of service based on the presentation of the previous data from the results of interviews and observations obtained by researchers from their primary data can be analyzed that Airlangga Hospital in providing services is still not optimal due to the lack of human resources from them. However, if there are customers who want to issue a birth certificate at Airlangga Hospital, it will be taken care of and processed in accordance with the applicable SOP, but this is not widely and publicly socialized.

### **c) Competence**

Based on the dimensions of service Zeithaml (1990) in Mukarom and Laksana (2015: 85) cited in (Rendo, 2019) about the ability of service officers (reliability). Reliability is the level of skill and ability possessed by officers in providing and completing services to the community. Based on the results of the previous data presentation from interviews and observations conducted by researchers based on primary data, it can be analyzed that the ability of officers to provide services to the community is good and in accordance with the applicable SOP. However, the process of disseminating information still needs to be improved again because this program is a public service to the community in accordance with the signed MoU.

### **d) Politeness and Friendliness of Officers (Ethics)**

The politeness and friendliness of officers in providing services to the community and is included in one of the basic services. Based on the dimensions of service Zeithaml (1990) in Mukarom and Laksana (2015: 85) cited in (Rendo, 2019) regarding courtesy and friendliness of officers, namely the behavior of officers in providing services to public servants in a friendly, polite, and respectful manner

regardless of ethnicity, race, religion, and culture of the community. Based on the presentation of the previous data through the results of interviews and observations obtained by researchers from primary data, it can be analyzed that the level of friendliness and courtesy of birth certificate service officers is good to the community in providing services reinforced by observations made by researchers stating that the attitude and courtesy and friendliness of officers are good by the community, this can be seen from the friendly way of speaking, the neat and polite appearance of officers when providing services to the community, and the people who receive these services already feel quite good about the service.

**e) Supporting and inhibiting factors**

The process of collaboration on birth certificate registration between Dispendukcapil of Surabaya City and Hospitals in Surabaya has supporting and inhibiting factors in the implementation process, especially from supporting factors that make the speed of birth certificate registration in Surabaya fast and ownership of birth certificates for newborn babies with Surabaya origin have birth certificate documents quickly without waiting long. This happens because of the help and support from government partners such as urban villages, sub-districts, hospital employees, communities, mass media, and other line agencies. because of the help and mutual trust in each other towards the elements that work together can provide good results and support for the collaboration process in the process of recording the issuance of birth certificates for Surabaya city residents.

While the inhibiting factor is leading to people from Surabaya city who do not understand about information related to birth certificate registration through hospitals, and not many of them do not understand about using email, also many of them were born in hospitals but are not Surabaya city residents. Another reason is that the Dispendukcapil of Surabaya city does not provide printed media facilities and infrastructure such as banners or posters promoting the birth certificate registration process that can be done at partner hospitals that cooperate with the Dispendukcapil of Surabaya city. Then not many of the patients choose to take care of making birth certificates independently in the kelurahan and KNG and also many patients do not bring complete requirements for making birth certificates due to the sudden birth process.

## CONCLUSIONS

Based on the results of the research and discussion, the researcher can conclude that the *Collaborative Governance* Implementation Process carried out by the Surabaya City Dispendukcapil with Surabaya Hospital regarding birth certificate registration is as follows:

1. Initial conditions, occur how this collaboration process is formed by involving several *stakeholders* who have common goals. The quality that needs to be improved from this process is that there needs to be further attention related to human resources from the collaborating hospitals, this needs to be considered because there must be careful readiness in the collaboration process involving several parties, also conducting regular *monitoring* and evaluation related to the process of recording birth certificates is important to be carried out on an ongoing basis to see the conditions that occur and immediately evaluate the program.
2. Institutional design is a rule that is specifically made regarding the collaboration carried out so that it is carried out transparently, deliberately, fairly in the implementation process. Policy rules are already based on law and already have a clear structure and binding decree, this is certainly very important in the collaboration process involving several *stakeholders*.
3. Leadership is needed in the implementation process of collaboration, therefore the leader must be able to mobilize and motivate so that the process of collaboration can be done well and there is no conflict. This collaboration process already has leaders who are competent in their fields and continue to supervise the collaboration process.
4. The collaborative process is crucial in a collaborative process because it contains planning that is carried out carefully and involves several parties in it. This has been carried out well seeing the fulfillment of the necessary indicators of the collaborative process itself such as conducting face-to-face dialogue, conducting monitoring and evaluation, and providing an understanding of the results and cooperation process of the collaboration.

Then the researcher also gave suggestions regarding the course of the birth certificate registration service process carried out by the Surabaya hospital as follows:

1. *Tangible* (Physical Evidence), service quality in the form of physical office facilities and infrastructure, computerization, waiting rooms, toilets, and communication tools both digitally and visually. Completeness of facilities and infrastructure is something that has been carried out by several parties, but some parties do not have sufficient facilities and infrastructure in the implementation process, there needs to be other adequate supporting facilities including telecommunications and information technology facilities, currently several hospitals still do not have this media so that it hampers the process of recording birth certificates.
2. Realibility, consisting of the ability of stakeholders to create promised services quickly and on time. The speed and accuracy of service is the target service time that must be completed within a certain time determined by the service delivery unit and timeliness is included in the clarity and certainty points that have been written in the service procedures or procedures and mechanisms written in the service SOP.
3. Competence is a demand that is owned such as good enough knowledge and skills that must be possessed by the apparatus in providing good service. Officers must be able to provide good service to the community in accordance with the respective fields and expertise of the officers themselves. There needs to be a further study of the competence of officers who have been placed or assigned to record birth certificates, there needs to be communication with the Dispenducapil regarding the process of recording birth certificates.
4. Politeness and Friendliness of Officers (Ethics). Communication is very important and must be done by officers in providing services. Officers must provide a serving attitude wholeheartedly, provide services in accordance with the wishes or aspirations of the applicant, provide equal justice for the applicants, and listen and always provide the latest information to the public regarding birth certificate registration. Friendliness and politeness of officers are prioritized by officers and must be done to provide excellent service to the community. Some birth certificate registration service officers in Surabaya hospitals have done this by providing services that listen to the voice or aspirations of the community with a suggestion box or complaint hotline. And also continue to provide information related to the birth

certificate registration process in each hospital.

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