Collaborative Governance in Digital-Based Public Services at the Denpasar City Population and Civil Registration Service

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Abstract – Denpasar City with high population mobilization has an impact on the public service process, especially in population administration services. The manual processing of documents results in long queues, causing services to run suboptimally. The era of globalization has an important role in overcoming this by carrying out a digital-based service process. So that the Denpasar City Population and Civil Registry Office overcomes this condition with a collaborative governance process. The purpose of this study is to analyze collaborative governance in digital-based public services using qualitative methods. The concept of this research is collaborative governance, public services and e-government. The results of the analysis using the collaborative governance theory by Anshel and Gash (2008). Initial conditions show that digital-based public services by stakeholders have different backgrounds such as overflowing queues and the use of ICT tools in the service process. Institutional design focuses on the agreement on service mechanisms between Disdukcapil and *Grab* and *Gojek*. Leadership provides direction to innovate through Taring Dukcapil and the Mandiri Dukcapil Kiosk Machine as digital-based service solutions. The collaborative process through face-to-face dialogue between officers, *Grab* and *Gojek* and users. The leadership's trust in the implementers becomes an agreement to collaborate with each other. Commitment between stakeholders can be seen through the number of applicants in the service process. Understanding each other can be seen from the common goal of getting optimal service results. With the innovation of digital-based public services, people feel easy to take care of So it can be concluded that the collaborative governance process is an optimal governance solution through digital-based services and the creation of stakeholder involvement, especially in realizing effective and efficient public services.

Keywords: Collaborative Governance, Public Service, E-Government

1. INTRODUCTION

The government has a responsibility to provide public services that meet the needs of the community, both in the form of goods and services, as regulated in Article 1 paragraph (1) of Law Number 25 of 2009 concerning Public Services. Public services are the main indicator for assessing government performance, where the community can evaluate the quality and impact of the services provided [1] . The implementation of these public services must pay attention to principles, standards, and patterns that are in accordance with the needs of the community in order to create comfort and effectiveness. The government also needs to adapt to the needs of the community in providing adequate services, especially through responding to global developments in the internal and external environment of government [2] . Collaborative efforts between stakeholders are also implemented as a form of response to community demands, by building cooperation, interaction, and compromise between various elements, both individuals, institutions, and other parties who contribute. Facing limited resources, such as humans, technology, information, and finance, collaboration is an important alternative to meet the needs of the community and create quality and sustainable service innovations [3] .

Public services are an essential component of government functions, aimed at addressing the needs of society. These services encompass all goods and services provided by the government to its citizens. The government plays a crucial role in ensuring the provision of public services, supported by a legal framework. Although public services can also be delivered by non-governmental entities, such as private sector organizations or community groups, the government remains the primary actor in their delivery.

Government-provided public services are defined as services rendered to the community by representatives of the government through public employees or organizations. These include entities such as governmental bodies, schools, newspapers, utilities, and public hospitals, which operate to prevent misuse and maintain professionalism in service delivery [5].

Effective public service delivery requires careful planning and efficiency to meet societal needs. Governments must ensure equitable access to services while continuously striving to improve quality. This improvement can be achieved through the integration of technology and innovation, ensuring that public services remain relevant and effective in addressing the evolving demands of citizens. The focus on fairness and quality enhancement reflects the government's responsibility to prioritize public welfare and create a sustainable system of governance that benefits all societal segments.

The concept of Electronic-Based Government Utilities (SPBE) has emerged as a modern approach to public service delivery. SPBE leverages information and communication technology (ICT) to enhance the efficiency and accessibility of government services. SPBE management represents a framework designed to ensure effective collaboration, control, and oversight in utilizing these technologies. The goal is to create a system of SPBE governance that is efficient, effective, and sustainable, while also ensuring that the services offered are of high quality and beneficial to users [7]. The services provided by SPBE result from one or more applications that deliver measurable benefits to their users [8]. This integration of technology signifies a shift in how public services are managed, emphasizing the need for innovative solutions to address modern challenges.

Collaboration plays a critical role in fostering innovation in public service delivery. It has become a recurring theme across governments, organizations, and various sectors as they seek to enhance the effectiveness of services provided to the public. Effective partnerships involve the exchange of ideas, resources, and shared responsibilities to achieve common goals. Collaboration operates both as a process and as a model for managing public policy, bringing together actors from different levels of government, public organizations, the private sector, and civil society. This collective effort aims to achieve public objectives more efficiently and inclusively [9].

Government participation in collaboration refers to an arrangement where public organizations and non-public stakeholders engage in legitimate decision-making processes. These processes are based on mutual agreements to implement policies or manage public controls aligned with public interests. Through these participatory mechanisms, stakeholders contribute diverse perspectives, expertise, and resources, fostering a more inclusive and effective approach to governance. The integration of multiple actors ensures that public policies and services are better aligned with the needs and aspirations of the communities they aim to serve.

The concept of participatory governance extends beyond traditional hierarchical control models. A shared control framework offers a broader perspective, emphasizing inclusivity and collective decision-making. Participatory governance has evolved significantly over the past few decades, reflecting a growing recognition of the importance of involving diverse stakeholders in public policy processes. Unlike conventional partnerships or alliances, collaboration in participatory governance aims to achieve a balance between autonomy and accountability in public administration. Governance, in this context, not only involves government bodies but also includes non-governmental organizations (NGOs), interest groups, and community representatives. These actors work together to manage public goods, focusing on the creation and implementation of policies that reflect collective priorities.

The transition from traditional governance to participatory governance highlights a fundamental shift in how public services are managed. While traditional governance often centers on top-down decision-making, participatory governance emphasizes shared responsibility and mutual accountability. This approach fosters a sense of ownership among stakeholders, encouraging active participation and collaboration. Policies and programs developed within this framework aim to serve public interests more effectively by leveraging the strengths and expertise of diverse actors [10]

In practice, participatory governance requires robust mechanisms for coordination and cooperation. These mechanisms enable stakeholders to work together towards common goals, overcoming challenges related to resource allocation, policy implementation, and service delivery. By fostering a culture of collaboration, participatory governance creates opportunities for innovation

and improvement in public services. It also helps build trust among stakeholders, enhancing the legitimacy and effectiveness of public policies.

The importance of participatory governance lies in its ability to adapt to changing societal needs and challenges. By involving multiple actors in decision-making processes, this approach ensures that public services remain relevant and responsive. The integration of technology, such as SPBE, further enhances the capacity of governments to deliver high-quality services. Together, these elements contribute to the development of a more inclusive, efficient, and sustainable system of governance.

Through collaborative efforts and participatory governance, governments can address complex societal issues more effectively. This approach not only improves the quality of public services but also strengthens the relationship between governments and the communities they serve. By embracing inclusivity, innovation, and shared responsibility, public administration can evolve to meet the demands of modern societies, ensuring equitable access to resources and opportunities for all citizens.
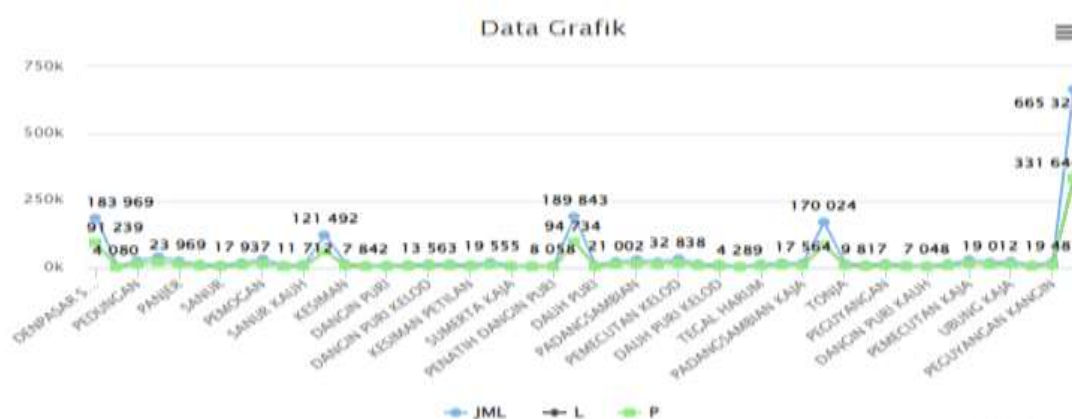

Figure 1: Data Graph of the Total Population of Denpasar City in 2023 by Sex and Village.
Source: Denpasar City Disdukcapil in One Data Denpasar, 2024.

Rapid technological developments have encouraged society to be more critical, participatory, and informative about their rights and obligations as citizens. Information technology has provided a strategic role for all segments, increasing efficiency and productivity by reducing the limitations of time, distance, and space [11] . Denpasar City with a high level of population mobilization as attached to the image above certainly faces challenges in improving public services, especially in terms of population administration. Reported through the Satu Data Denpasar website, it explains according to the graph of the population of Denpasar City in 2023 Semester 2 by gender and Village Kelurahan totaling 665,328 people spread across each sub-district of Denpasar City (Disdukcapil Denpasar City, 2024). With the dense population mobilization, it is certainly a concern for the government to be able to optimize the public service process. The document processing process which is still carried out manually results in long queues and often makes services less than optimal. This condition shows that conventional methods are no longer in accordance with the needs of the increasingly dynamic community in the modern era. In facing these challenges, the era of globalization is an important key to transforming public services towards a digital-based system. The Population and Civil Registration Service (Disdukcapil) of Denpasar City adopts a collaborative governance approach to optimize efficient and responsive digital services to community needs. This study aims to analyze how collaborative governance is applied in digital-based public services in Denpasar to improve the effectiveness and satisfaction of the community in managing population administration.

2. LITERATURE REVIEW
2.1. Collaborative Governance
The collaborative governance framework provides a broader meaning than just the concept of governance. Collaborative governance is one of the public policy concepts that has developed in

recent decades, with principles of collaboration that are different from networks and partnerships. Collaboration has its own basic values and characteristics. Critical thinking on the New Public Management (NPM) paradigm and reinventing government has finally resulted in the implementation of good governance. The New Public Service (NPS) approach considers NPM and Old Public Administration (OPA) to be too focused on efficiency, often ignoring society as the main goal of public policy [9] .

The shift from government to governance aims to make public administration more democratic. Government generally refers to government institutions, especially related to policy making, while governance involves the active role of Non-Governmental Organizations (NSOs), interest groups, and Communities other than government in managing public interests. This includes the formulation, implementation, and evaluation of public policies through collective and collaborative action, so that policies and programs are more directed to meet the needs of society effectively [10] .

In recent years, the concept of collaborative governance has increasingly attracted the attention of academics in the field of public policy. Collaborative governance emerged as a response to implementation failures, high costs, and politicization in public sector regulations. This concept emphasizes involvement at every stage of public policy and introduces a new paradigm in understanding the role of multi-stakeholders in various public affairs. The relationship between actors has special characteristics, so it is important to conduct a study on this collaboration. Ansell and Gash formulated a collaborative governance model based on a literature review. The results are grouped into 4 (four) main variables, namely: consisting of: (1) initial conditions; (2) institutional design; (3) leadership; and (4) collaborative processes [12] .
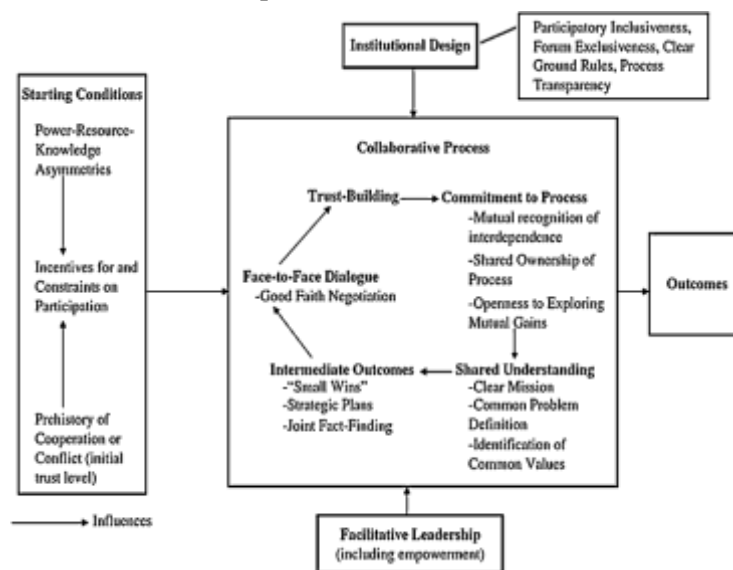

Figure 2: Collaborative Governance Model
Source: Collaborative Governance in Theory and practice, by Ansell and Gash (2008).

2.2. Public service

Public services are a fundamental aspect of government functions, designed to address the needs of society. While public services can also be provided by non-governmental entities, such as private organizations or community groups, the government retains a pivotal role in their delivery. Government-led public services are defined as those provided to citizens by government representatives through public officials [2]. These services are offered by public entities, including schools, post offices, utility companies, and public hospitals. The overarching aim is to prevent misuse and uphold professionalism in delivering services to the community [13]. Effective public service delivery requires thorough planning and efficiency. Governments must align services with the needs of society, ensuring they are accessible and equitable for all segments of the population. The success of public services hinges on the government's ability to not only meet the basic

requirements of citizens but also continuously improve the quality of these services. This involves a commitment to inclusivity, ensuring that public services address diverse societal demands while prioritizing fairness and transparency.

To fulfill its role as a public service provider, the government must adopt a proactive approach to enhancing service quality. This includes leveraging technology and fostering innovation to modernize service delivery mechanisms. The integration of technological solutions enables governments to streamline processes, reduce inefficiencies, and make services more accessible. Moreover, innovation in public service delivery reflects a commitment to addressing evolving societal challenges and staying responsive to the changing needs of citizens. Central to the success of public service provision is a focus on the public interest. This requires governments to prioritize the welfare of society in decision-making processes and to implement policies that promote social equity. By aligning services with the needs and expectations of citizens, governments can strengthen public trust and create a foundation for sustainable development. In conclusion, public services play an essential role in fostering societal well-being and ensuring that the needs of all citizens are met. Through effective planning, a commitment to quality, and the use of technology and innovation, governments can fulfill their responsibility to provide equitable and professional services. These efforts not only enhance the efficiency of public administration but also contribute to a more inclusive and responsive governance framework.

2.3. E-Government

E-Government is defined as the utilization of computers and the Internet to support governmental relations and public services, often referred to as G2C (Government-to-Citizen). Additionally, it encompasses interactions between governments and global businesses (G2B, or Business-to-Government) and relationships between governments at regional or national levels (G2G, or Government-to-Government) [14]. Fundamentally, e-Government involves leveraging information and communication systems to enhance government effectiveness, efficiency, transparency, and accountability. In practice, it employs the Internet to facilitate governmental operations and improve public services with a focus on meeting societal needs [15].

As an Internet-based system, e-Government manages public information and services, enabling efficient data collection, monitoring, and streamlined access to government services. One notable success of this approach is the ability of citizens to pay utility bills or track official transactions in a manner that is open, straightforward, fast, and accessible. The development of e-Government revolves around two primary aspects: (a) the digital management of data, information, and workflows, and (b) the use of information technology to provide accessible, affordable public services across the nation. This framework highlights the importance of modernizing service delivery to ensure inclusivity and operational efficiency.

The development of e-Government adheres to several key principles: (a) establishing standardized, user-friendly, and universally accessible public information and service networks across Indonesia; (b) fostering strong relationships with businesses to stimulate economic growth and enhance global competitiveness; (c) creating collaborative spaces for engagement with public institutions, enabling citizens to participate in policy-making processes; and (d) building transparent and efficient management processes to ensure seamless coordination between central and regional governments [17]. These strategies underline the transformative potential of e-Government in improving governance and strengthening the connection between the government and its citizens.

3. METHOD

Approach study use method study qualitative descriptive because this is done to provide a description of the process incident Which currently happen on moment in field for made into a object research. Qualitative research is fundamental and naturalistic in nature and cannot be conducted in a laboratory, but in the field. Then data or information Which obtained will analyzed For get a solution or problem solving [18] .

The data analysis in this study utilized descriptive methods to interpret the collected information. This approach is aligned with qualitative research methodologies, which focus on understanding real-life situations through in-depth exploration. Qualitative research seeks to provide a comprehensive depiction of participants' lives by gathering firsthand accounts and recounting these

narratives with attention to detail [19]. Expository learning, as applied in this study, emphasizes the direct examination of real-world contexts. Researchers engaged participants, either individually or in groups, to describe their experiences and realities. These accounts were then meticulously documented and analyzed to construct a detailed historical and contextual understanding.

The study employed two types of qualitative data: primary and secondary. Primary data were collected directly by researchers within the study area, ensuring firsthand insights into the observed phenomena. This data was gathered through structured methods such as observations, surveys, and interviews with selected informants. Secondary data, although not mentioned explicitly here, typically complements primary data by offering additional context from existing literature or documented sources. This combination of data types strengthens the reliability and depth of the analysis, enabling the study to achieve its objectives effectively. [20] . Data secondary is or Which collected from data that Already There is Good in the form of results of previous research and literature studies from documents. The results of the analysis using the collaborative governance theory by Anshel and Gash [12] .

A data instrument is a tool used to measure natural and social phenomena that are observed. The existence of reliability that can is fulfilled properly if the data instrument is able to produce stable data and consistent. Instrument study very important Because can affects the validity of the data used [21] . Therefore That, researcher state that instrument data Which used in study this is data in the form of writing Which reinforced with interview. Interview in study This used with objective can strengthen data writing Which previously. As for the tools help in support interview is list question and tool recorder. List question contains several question Which will submitted to informant but No shown previously because the method used was *an interview* free. Furthermore, the recording device can help researchers transcribe interview results Which has been recorded in analyzing the data.

The informant selection technique in this study used a purposive sampling technique to determine the sample with special considerations so that it is worthy of being used as an expert informant. The informants used in this study were officers, Grab and Gojek, and the community using the service. For analyze data Which obtained from study This using several steps according to Miles and Huberman's theory, namely analyze data with four step: collection data condensation data (data condensation), serve data (data display), And draw conclusions or verify (conclusion drawing) and verification). *First,* collect data, at this stage do data collection from observation, interviews, and documentation. All types rhe data that has been collected is a key aspect that depends on integrative and interpretative researchers. Interpretation steps are also needed at this stage, because the data collected is rarely in the form of number but rather rich in details and length. *Second,* data condensation *at* this stage refers to the process of summarizing, selecting, and focusing the compilation on data- data that will later make it easier for researchers to find a clear picture. more clearly to conduct further data collection. *Third,* presentation data namely presentation data with to expose form description short, chart, and also connection between category. In presenting this data, the researcher tries to compile relevant data so that... to be information Which can be concluded and can be presented well. *Fourth,* conclusion/verification Where researcher gather And recheck the valid and consistent evidence so that it can be put forward a conclusion Which credible because has been verified [22] .

Presentation results on study This shaped narrative, data Which collected in a narrative study need to be analyzed for the story that is intended they tell, the chronology of events that were not revealed and the points come back. Forms this combines information Which arranged in aeasy to reach shape, making it easier to see what's what is happening, whether the conclusion is correct or otherwise re-analysis [22] .

4. RESULTS AND DISCUSSION
4.1. Initial Conditions
The initial conditions before the innovation of digital-based public services showed various obstacles in the service process. Before the implementation of technology, queues for public services were often overflowing, hindering the speed and convenience of services. In addition, the limited use of information and communication technology (ICT) tools is also a challenge that must be overcome by stakeholders in improving service efficiency. In facing these challenges, the need to involve

technology becomes increasingly clear. Stakeholders see the importance of integrating digital systems to reduce physical barriers and speed up the queue process and handling of public administration. The presence of digital services is expected not only to make it easier for the public to access services, but also to optimize the service capacity provided by related agencies. Experience from these challenges is the background to the emergence of efforts to create more structured digital-based services. This condition motivates agencies such as Disdukcapil to seek innovative solutions that are able to respond to various existing problems, with the aim of creating faster, more efficient, and more convenient services for the public.

4.2. Institutional Design

The institutional design in this collaboration focuses on the agreement on the service mechanism involving Disdukcapil and digital partners such as *Grab* and *Gojek*. This collaboration is a form of partnership between the government and private sectors, which aims to optimize the distribution of public services. Disdukcapil and its partners agree on the roles and responsibilities of each party in the service mechanism, ensuring that services can run smoothly and in an integrated manner. In this design, each party has complementary responsibilities. Disdukcapil, as the main service provider, is responsible for the infrastructure and service system. Meanwhile, *Grab* and *Gojek* act as distribution partners that ensure the accessibility of digital services for the community. This synergy shows that collaboration between institutions can make a significant contribution to providing faster and more accessible public services. This structured institutional design helps overcome bureaucratic obstacles more effectively. In addition, through a clear role agreement, each party can work according to their respective fields, reducing the potential for conflict and increasing the effectiveness of collaboration. The result is an increase in the quality of services that are in accordance with the needs of the community.

4.3. Leadership

Leadership plays an important role in facilitating innovation and encouraging the application of technology in public services. The leadership's direction to innovate became the main trigger for the creation of the *Taring Dukcapil* program and *the Mandiri Dukcapil Kiosk Machine* as digital solutions aimed at improving public services. This encouragement reflects the leadership's vision to provide adaptive and responsive services to the increasingly dynamic needs of the community. Leaders who support digital innovation give trust to the implementation team to develop and implement the program. This trust fosters a strong collaborative bond between leaders and implementers, allowing them to work more effectively and innovate without rigid bureaucratic boundaries. It also helps accelerate the innovation process, as each team member feels supported and empowered. In addition, proactive leadership acts as a bridge between the government and the community. Through its direction, leaders are able to formulate relevant and responsive policies. Thus, effective leadership in this project strengthens a collaborative work climate, motivating implementers to provide increasingly optimal public services.

Figure 3. Taring of Dukcapil
Source: Denpasar City Disdukcapil Website

4.4. Collaborative Process

The collaborative process was initiated through face-to-face interaction and direct dialogue between officers, *Grab* and *Gojek*, and the public as service users. This dialogue is a means to understand the needs and expectations of each party, and build trust in carrying out the digital service process. This collaboration proves that intensive interaction can strengthen relationships between stakeholders, facilitating the achievement of common goals. This collaborative process also reflects a shared desire to overcome various obstacles in public services. Stakeholders realize that the goals to be achieved must be supported by harmonious collaboration. They are committed to creating more efficient public services through a digital approach, so that the public can take care of various administrative needs easily and quickly. The leadership's trust in the implementation team is a factor that supports the smooth running of this collaboration. The strong commitment from all parties can be seen from the increasing number of applicants and the satisfaction felt by the public with the services received. The results of this collaboration show that *collaborative governance* can be a solution for better governance through effective and efficient digital-based services.

Figure 4. Collaboration with stakeholders
Source: PT Gojek Indonesia

The concept of collaborative governance has developed rapidly in recent decades as a response to weaknesses in the New Public Management (NPM) paradigm that focuses on efficiency without considering the interests of society. This approach offers a broader framework in governance, involving various actors, both government, society, and the private sector, in the process of making, implementing, and evaluating public policies. Along with the development of the era and the demands of society that are increasingly dynamic, collaborative governance has emerged to introduce new ways of creating more inclusive and effective policies. In the context of digital-based public services, this collaboration allows the integration of various resources to increase the efficiency and effectiveness of services to the community [10] .

Collaborative governance model according to Ansell and Gash includes four main variables: initial conditions, institutional design, leadership, and collaborative processes. Initial conditions in this context indicate that before the innovation of digital-based public services, many obstacles were faced, such as long queues and limited use of information and communication technology (ICT). The use of digital systems in public services is expected to overcome physical and administrative obstacles, as well as increase accessibility of services for the community. By utilizing technology, government agencies such as Disdukcapil can provide faster, more efficient, and more convenient services, as well as optimize existing capacity [11]

Institutional design is an important element in collaborative governance, which aims to create a clear agreement between the parties involved, both from the government and private sectors. In this case, Disdukcapil collaborates with digital partners such as *Grab* and *Gojek* to provide integrated services. Each party has complementary roles and responsibilities, with Disdukcapil responsible for infrastructure and service systems, while *Grab* and *Gojek* ensure accessibility of services for the community. This institutional design shows that collaboration between institutions can improve the

quality of public services, overcome bureaucratic obstacles, and minimize potential conflicts between related parties. With a clear agreement, this collaboration can function more efficiently and effectively [21] .

Leadership in collaborative governance plays a vital role in driving innovation and creating a climate conducive to collaboration. Proactive leaders provide direction and support to the implementation team to develop and implement technology that supports public services. For example, through the *Taring Dukcapil* program and the Independent Dukcapil Machine, leaders have succeeded in directing related agencies to innovate in providing services that are more responsive and adaptive to the needs of the community. The trust given by leaders to the implementation team strengthens collaboration between them, so that innovation can be implemented more quickly and without complicated bureaucratic obstacles. This also ensures that the common goal of improving the quality of service can be achieved better [2] .

The collaborative process is an inseparable part of collaborative governance that involves intensive interaction between various parties, including the government, private sector, and the community. In the context of digital-based public services, this collaborative process begins with direct dialogue between officers, *Grab* and *Gojek*, and the community using the services. Through this communication, various parties can understand each other's needs and expectations, and develop a joint plan to realize the goal of optimal public service. The trust that is established between stakeholders is an important factor that ensures that collaboration runs smoothly and leads to the right solution. The commitment of all parties is reflected in the increase in the number of service applicants and the level of public satisfaction with the services provided. [5] .

Along with the development of e-government or electronic-based government, the application of information and communication technology (ICT) is increasingly strengthening the relationship between government and society. E-government allows for more transparent, effective, and efficient interactions between government and society (G2C), the business world (G2B), and between local governments (G2G). Digital-based public services developed through collaborative governance not only facilitate public access to government services, but also increase accountability and transparency in the provision of public services. The use of information technology in this context is very important to realize better public services, by simplifying the administrative process and accelerating the resolution of various community affairs [6] .

5. CONCLUSION

Collaborative governance *offers a solution to improve the quality of public services through co*llaboration involving various stakeholders. By using this approach, digital-based public services can run more efficiently and effectively, creating faster, more transparent, and more affordable services for the community. Innovation in digital-based public services, such as that carried out by the Population and Civil Registry Office together with digital partners, proves that good collaboration between the government and private sectors can produce solutions that are beneficial to the community. This can be seen through the success of stakeholder collaboration from the Office, Grab, Gojek and the community as actors in managing digital-based documents at the Population and Civil Registry Office of Denpasar City. As a response to the growing needs of the community, *collaborative governance* is the right strategy to realize public services that are more optimal, efficient, and relevant to the needs of the times, especially for the people of Denpasar City.

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