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Cross-Sector Collaboration in Public Service Innovation: The Implementation of the One Baby Three Documents Program in Bintan Regency

Assun Ani[1]*, Armauliza Septiawan[2], Okparizan Okparizan[3]

*Corresponding author email: *assunani01@gmail.com*

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Abstract

Public service innovation is an important strategy for improving integrated and sustainable healthcare services. This study analyses healthcare service innovation through the One Baby Three Documents Program at Kelong Public Health Centre, Bintan Regency. It used a descriptive qualitative approach, with data collected through interviews, observations, and documentation. Data were analysed using the interactive model of Miles, Huberman, and Saldaña, while Osborne and Brown's public innovation theory served as the analytical framework, covering dynamic capability, adaptability, collaboration, learning organisation, and co-production. The findings show that the program integrates maternal and child healthcare services with civil registration services by issuing three essential documents, namely Birth Certificate, Family Card, and Child Identity Card, within one service process. Its implementation is supported by organisational adaptability, cross-sector collaboration, continuous staff capacity building, and community participation. During 2023 to 2024, the program served 109 newborns and improved early access to civil registration documents. However, limited digital infrastructure and suboptimal public participation remain key challenges. This study concludes that the program represents a sustainable healthcare service innovation through service integration and inter-agency collaboration.

Contents

[1] Universitas Maritim Raja Ali Haji, Indonesia
[2] Universitas Maritim Raja Ali Haji, Indonesia
[3] Universitas Maritim Raja Ali Haji, Indonesia

Introduction

Healthcare services constitute one of the most strategic forms of public service in achieving social welfare and sustainable human development. Health is not only recognized as a fundamental human need but also as a constitutional right that must be guaranteed by the government, as stipulated in Law Number 17 of 2023 concerning Health. From a public administration perspective, the quality of healthcare services serves as a crucial indicator of governmental effectiveness in delivering responsive, efficient, equitable, and citizen-oriented public services. Consequently, improving healthcare service quality has become a priority agenda within Indonesia's bureaucratic reform and public service transformation initiatives.

The rapidly evolving strategic environment, characterized by advances in information technology, increasing public awareness of citizens' rights, and growing demands for more adaptive governance, has significantly transformed public service paradigms. Contemporary public services are no longer assessed solely based on compliance with administrative procedures; instead, they are expected to provide services that are accessible, integrated, efficient, and responsive to the needs of citizens. Within this context, public service innovation has emerged as an essential instrument for addressing increasingly complex governance challenges. Innovation is viewed as a process of renewal that enhances service effectiveness, accelerates bureaucratic procedures, reduces service costs, and improves citizen satisfaction with government services.

The importance of public service innovation has received substantial attention from the Indonesian government through various policies and regulatory frameworks. One notable example is the Regulation of the Minister of Administrative and Bureaucratic Reform Number 7 of 2021 concerning the Public Service Innovation Competition, which encourages government institutions to develop innovative solutions aimed at addressing societal problems. This policy reflects the recognition that innovation is no longer merely an option but a necessity for improving governance quality and ensuring the sustainability of public service delivery.

In the healthcare sector, innovation has become increasingly important because healthcare represents a fundamental public service directly associated with citizens' quality of life. As primary healthcare facilities, Public Health Centers (Puskesmas) play a vital role in delivering promotive, preventive, curative, and rehabilitative healthcare services. According to the Regulation of the Minister of Health Number 43 of 2019 concerning Public Health Centers, Puskesmas function as community health development centers responsible for providing comprehensive, integrated, and continuous healthcare services. Nevertheless, healthcare facilities continue to face numerous challenges, particularly in regions characterized by unique geographical conditions such as archipelagic, coastal, and remote areas.

Bintan Regency, located in the Riau Islands Province, is one such region with distinctive archipelagic characteristics. The regency consists of numerous small islands with dispersed populations, creating significant challenges for public service delivery, including healthcare and civil registration administration. Limited transportation access, considerable travel distances to service centers, and insufficient service infrastructure often hinder citizens' ability to obtain public services efficiently. These conditions contribute to unequal service accessibility and may impede the fulfillment of citizens' fundamental rights.

One persistent issue in Bintan Regency is the relatively low ownership of civil registration documents among children. According to data from the Statistics Indonesia (BPS) of Riau Islands Province in 2024, the birth certificate ownership rate among children aged 0–17 years in Bintan Regency reached 91.84 percent. Although this figure reflects substantial progress, it remains below the

national target of more than 95 percent established by the Indonesian government. This condition indicates that a proportion of children still lack legally recognized identities as citizens. Possession of civil registration documents is particularly important because it serves as a prerequisite for accessing essential services such as education, healthcare, social protection programs, and the National Health Insurance system.

Table 1. Birth Certificate Ownership Rate Among Children in Bintan Regency, 2024

Indicator	Percentage
Birth Certificate Ownership (Children Aged 0–17 Years)	91.84%
National Target	>95%
Achievement Gap	3.16%

Source: Statistics Indonesia (BPS) of Riau Islands Province, 2024.

The limited ownership of civil registration documents extends beyond administrative concerns and directly affects access to public services. Infants and children without proper civil registration documents may encounter difficulties in obtaining healthcare services, educational opportunities, and government social protection programs. Furthermore, residents living in island communities often incur additional transportation costs when traveling to the regency capital to process civil registration documents. These circumstances indicate that civil registration services continue to face challenges in reaching communities equitably and effectively. In addition to geographical barriers, another challenge frequently encountered in public service delivery is the persistence of sectoral approaches among government institutions. Government agencies often operate independently according to their respective mandates, requiring citizens to visit multiple offices to obtain interrelated services. Such fragmentation prolongs service procedures, increases waiting times, and imposes additional costs on citizens. From the perspective of modern public administration, this situation reflects the limited integration of public services that should ideally be designed around citizens' needs and experiences.

In response to these challenges, Kelong Public Health Center in Bintan Regency developed an innovative public service initiative known as the One Baby Three Documents Program. This program represents a collaborative effort between Kelong Public Health Center and the Department of Population and Civil Registration of Bintan Regency aimed at integrating maternal and child healthcare services with civil registration administration. Through this initiative, every newborn can simultaneously obtain three essential documents—a Birth Certificate, a Family Card, and a Child Identity Card—without undergoing lengthy and repetitive bureaucratic procedures. The program reflects a shift in public service delivery from a fragmented sectoral model toward a more integrated and human-centered service approach.

The implementation of the One Baby Three Documents Program has generated notable achievements. According to data from Kelong Public Health Center, between 2023 and October 2024, the program provided services to 109 newborns residing in Kelong Subdistrict, Air Gelubi Village, and Mapur Village. These results demonstrate that the innovation has successfully reached communities living in coastal and island regions that traditionally experienced limited access to civil registration services.

Table 2. Beneficiaries of the One Baby Three Documents Program, 2023–2024

Year	Number of Beneficiaries
2023	62 Infants
2024	47 Infants
Total	109 Infants

Source: Kelong Public Health Center, 2025.

Beyond improving access to civil registration documents, the program has also enhanced service efficiency. Before the program was introduced, residents were required to visit the Department of Population and Civil Registration office located in the regency capital to process multiple civil registration documents. Following the implementation of the program, document issuance can generally be completed within three to five working days after childbirth. This development demonstrates significant simplification of administrative procedures while reducing both the financial and time burdens experienced by citizens. Previous studies have highlighted the importance of innovation in public service delivery. Situmorang, Yulianti, and Faedlulloh (2023) found that healthcare innovations based on integrated population data can improve healthcare service effectiveness. Similarly, Herfina and Hartono (2024) demonstrated that the implementation of Digital Population Identity contributes positively to the quality of civil registration services. Meanwhile, Sholikhah and Prastyawan (2024) reported that integrating civil registration services into healthcare facilities accelerates document issuance for citizens.

Despite these contributions, most previous studies have examined healthcare service innovation and civil registration innovation separately. Research focusing on the integration of healthcare services and civil registration administration within a unified service system, particularly in archipelagic regions, remains relatively limited. Furthermore, most existing studies have been conducted in urban areas where service infrastructure and technological resources are more readily available. Consequently, a research gap exists regarding how sustainable healthcare service innovation can be developed through cross-sector collaboration in archipelagic regions characterized by unique geographical and administrative challenges. Based on these considerations, examining sustainable healthcare service innovation through the One Baby Three Documents Program at Kelong Public Health Center is both relevant and necessary. This study is expected to contribute theoretically to the literature on public service innovation, particularly regarding the integration of healthcare services and civil registration administration. Furthermore, the findings are anticipated to provide practical insights for local governments seeking to develop collaborative, inclusive, and sustainable public service models that enhance service quality and improve citizens' access to essential public services.

Methods

This study employed a descriptive qualitative design to analyse sustainable healthcare service innovation through the One Baby Three Documents Program at Kelong Public Health Centre, Bintan Regency, Riau Islands Province. The research was conducted at UPTD Puskesmas Kelong during. The site was selected purposively because it implements an integrated service model that connects maternal and child healthcare with civil registration administration. The research subjects were stakeholders directly involved in or affected by the program, including the Head of Kelong Public Health Centre, program officers, representatives of the Department of Population and Civil Registration of Bintan Regency, village government officials, and community beneficiaries. The research procedure covered

site selection, informant determination, field data collection, data verification, and interpretation based on Osborne and Brown's (2011) Public Sector Innovation Theory, which includes dynamic capability, adaptability, collaboration, learning organisation, and co-production.

Data were collected through in-depth interviews, observation, and documentation. The instruments used included interview guidelines, observation sheets, and documentation checklists. Interviews explored the implementation process, inter-agency collaboration, innovation mechanisms, service outcomes, and program sustainability. Observations examined service delivery practices, stakeholder interactions, and operational procedures, while documentation reviewed official reports, program records, regulations, beneficiary data, and administrative documents. Data were analysed using the interactive model of Miles, Huberman, and Saldaña (2014), consisting of data condensation, data display, and conclusion drawing and verification. Data validity was ensured through source triangulation, methodological triangulation, and member checking by comparing information across informants, methods, and selected participant confirmations.

Results and Discussions

1. Overview of the One Baby Three Documents Program at Kelong Community Health Center

Figure 1. Geographic Location of Kelong Community Health Center

Source: Adapted from regional spatial maps and Google Maps.

Kelong Community Health Center is located in Kelong Village, Mantang District, Bintan Regency, Riau Islands Province. The service area includes several island communities separated by sea

transportation routes. The geographical condition of the area significantly influences public service accessibility, particularly healthcare and population administration services. The isolated geographical characteristics create challenges for residents who require administrative services. Consequently, the One Baby Three Documents Program was designed as an integrated service innovation capable of reducing administrative barriers and improving service accessibility for island communities.

The implementation of the One Baby Three Documents Program at Kelong Community Health Center represents a strategic innovation in public service delivery designed to address the challenges of healthcare accessibility and civil registration administration in island and coastal communities. The program integrates healthcare services with population administration services, enabling newborns to obtain three essential legal documents simultaneously: a Birth Certificate, an updated Family Card (KK), and a Child Identity Card (KIA). This innovation emerged from the recognition that many residents in the working area of Kelong Community Health Center faced considerable difficulties in obtaining civil registration documents due to geographical constraints. Residents living in remote villages such as Kelong, Air Gelubi, and Mapur often needed to travel by sea and land transportation to reach the Population and Civil Registration Office (Disdukcapil) in Bintan Regency. Such conditions frequently resulted in delays in birth registration, increasing the risk that children would not possess legal identity documents during their early years.

The One Baby Three Documents Program is an integrated public service innovation implemented by Kelong Community Health Center in collaboration with the Population and Civil Registration Office (Disdukcapil) of Bintan Regency and village governments. The program aims to ensure that every newborn receives three essential legal identity documents, namely a Birth Certificate, Family Card (KK), and Child Identity Card (KIA), immediately after birth. The innovation emerged as a response to the geographical challenges faced by communities in Kelong, Air Gelubi, and Mapur villages. Prior to the implementation of the program, parents were required to travel to administrative offices located in the regency capital to process population documents. This situation often resulted in delays in birth registration due to transportation costs, long travel distances, weather conditions, and limited access to government services.

Research findings indicate that the program has successfully improved public service accessibility while reducing administrative burdens experienced by residents living in island communities. Between 2023 and October 2024, the program served 109 newborn beneficiaries, consisting of 62 newborns in 2023 and 47 newborns in 2024. These figures demonstrate the sustainability and relevance of the innovation in addressing community needs.

Table 3. Number of Program Beneficiaries

Year	Number of Beneficiaries
2023	62
2024	47
Total	109

Source: Kelong Community Health Center Documentation (2024).

Based on administrative records, the program successfully served 109 newborn beneficiaries between 2023 and October 2024. Of these, 62 beneficiaries were recorded in 2023 and 47 beneficiaries in 2024. These figures indicate the program's continued utilization by the community and demonstrate the effectiveness of integrated public services in improving access to legal identity documentation.

Table 4. Beneficiaries of the One Baby Three Documents Program

Year	Number of Newborns Served	Percentage
2023	62	56.88%
2024	47	43.12%
Total	109	100%

The data indicate that the program has become an important public service innovation supporting the government's commitment to universal birth registration and legal identity fulfillment. The relatively high number of beneficiaries demonstrates that the innovation responds effectively to community needs and provides practical solutions to administrative challenges experienced by residents in geographically isolated areas.

a. Dynamic Capability

Figure 2. Interview with a Key Informant

Source: Field Research Documentation (2026).

Refers to the ability of an organization to identify environmental changes, mobilize resources, and develop innovative responses to emerging challenges. Findings from this study reveal that Kelong Community Health Center demonstrated strong dynamic capability through its proactive efforts to integrate healthcare and civil registration services. Prior to program implementation, healthcare services and population administration services operated independently. Following childbirth, parents were required to complete administrative procedures through separate government agencies. This fragmented system often resulted in delays and increased administrative burdens. Recognizing these limitations, the management of Kelong Community Health Center initiated coordination with Disdukcapil and village governments to develop a more integrated service model.

Interviews with healthcare personnel revealed that the innovation was driven by concerns regarding low rates of timely birth registration and the difficulties experienced by island residents in accessing administrative services. One healthcare worker explained:

> *"Many families postponed birth registration because transportation costs were expensive and administrative procedures were complicated. We wanted to create a service that would solve these problems."*

The establishment of an integrated service mechanism reflects the organization's ability to identify service gaps and formulate adaptive strategies. Birth data collected by healthcare personnel are now directly transferred to Disdukcapil through coordinated communication channels. This innovation significantly reduces administrative complexity and ensures that newborn children receive legal identity documentation more efficiently. Field observations further revealed that organizational leaders played an important role in encouraging innovation and supporting inter-agency collaboration. Management continuously evaluated service performance and introduced procedural adjustments whenever operational challenges emerged. The findings suggest that dynamic capability has enabled Kelong Community Health Center to transform traditional service delivery practices into a more integrated, citizen-oriented model capable of addressing evolving community needs.

b. Adaptability

Adaptability refers to the ability of organizations and individuals to adjust their behavior, procedures, and competencies in response to changing circumstances. The findings indicate that adaptability was a crucial factor supporting the successful implementation of the One Baby Three Documents Program. The introduction of the innovation required healthcare personnel to perform responsibilities beyond their conventional healthcare functions. In addition to providing maternal and child healthcare services, staff members were expected to assist parents in preparing administrative documents, verifying information, and coordinating with civil registration authorities.

Initially, several healthcare workers experienced uncertainty regarding the additional administrative tasks. However, through technical training, mentoring activities, and coordination meetings, personnel gradually developed the competencies necessary to support integrated service delivery. One midwife stated:

> *"At first, we were unfamiliar with administrative procedures. Through training and experience, we became more confident in assisting families with document preparation."*

The adaptability of healthcare personnel was also demonstrated during the adoption of digital communication technologies. Staff members learned to utilize electronic data-sharing systems and online communication platforms to facilitate coordination with Disdukcapil. These technological adaptations improved service efficiency and reduced processing delays. Furthermore, adaptability was reflected in the institution's ability to modify operational procedures according to community conditions. Given the geographical characteristics of island communities, healthcare workers frequently adjusted service schedules and communication strategies to ensure that residents could access services conveniently. The findings demonstrate that organizational adaptability contributed significantly to program sustainability by enabling staff members to respond effectively to administrative, technological, and environmental changes.

c. Collaboration

Collaboration emerged as the most significant determinant of program success. The implementation of the One Baby Three Documents Program requires intensive cooperation among healthcare providers, civil registration authorities, village governments, and community members. The study found that collaboration was institutionalized through formal agreements, routine coordination meetings, and clearly defined operational responsibilities. Each participating organization contributed specific expertise and resources necessary for program implementation. Healthcare personnel collected newborn data and assisted parents with document requirements. Disdukcapil processed civil

registration documents, while village governments facilitated community outreach and public awareness activities.

Figure 3. Interview with a Key Informant

Source: *Field Research Documentation (2026).*

The findings demonstrate that collaboration constitutes the most important factor supporting the success of the One Baby Three Documents Program. Figure 3 presents documentation of interactions with government stakeholders involved in program implementation. Interviews revealed that the program requires active cooperation among Kelong Community Health Center, Disdukcapil Bintan Regency, village governments, healthcare workers, and community members. Each stakeholder contributes specific responsibilities to ensure the effectiveness of service delivery.

Healthcare personnel collect birth data and assist families in preparing required documents. Disdukcapil processes legal identity documents, while village governments facilitate communication with local communities and support public awareness activities. Stakeholders consistently emphasized that the program could not function effectively without strong institutional cooperation. Regular coordination meetings and communication mechanisms have facilitated problem-solving and improved service quality.

The findings support collaborative governance theory, which emphasizes that complex public service challenges require collective action among multiple organizations. Through collaboration, administrative procedures have become more integrated, efficient, and responsive to community needs. In addition, collaboration has enhanced public trust in government institutions. Community members reported positive experiences regarding service accessibility, responsiveness, and efficiency. This increased trust contributes to the sustainability of the innovation and strengthens relationships between citizens and public institutions. One village official explained:

> *"The success of the program depends on cooperation. Without coordination between the health center, Disdukcapil, and village government, the service could not operate effectively."*

Interview findings indicate that collaboration reduced bureaucratic fragmentation and improved communication among participating institutions. Stakeholders reported that regular coordination meetings facilitated problem-solving and strengthened mutual understanding regarding program objectives. The collaborative model also enhanced service accessibility. Community members no longer needed to visit multiple government offices because administrative procedures were coordinated

through a single service channel. In addition, collaboration strengthened institutional trust and encouraged greater commitment among stakeholders. The shared responsibility for program outcomes created a sense of collective ownership and motivated participating organizations to continuously improve service quality.

d. Learning Organization

The concept of a learning organization emphasizes continuous improvement through knowledge acquisition, reflection, and innovation. Findings from this study reveal that Kelong Community Health Center exhibits several characteristics of a learning organization. Routine evaluation meetings constitute an important mechanism for organizational learning. During these meetings, staff members discuss implementation challenges, review service performance, and identify opportunities for improvement. One healthcare worker explained:

> *"Every month we evaluate our services. We discuss what worked well, what problems occurred, and what improvements should be made."*

The organization also encourages knowledge sharing among staff members. Experienced personnel provide guidance to newer employees, ensuring that institutional knowledge is disseminated throughout the organization. Capacity-building activities represent another important aspect of organizational learning. Healthcare personnel regularly participate in workshops, technical training sessions, and professional development programs related to healthcare services, public administration, and digital technology. Field observations indicate that learning processes contributed to continuous service improvement. Feedback obtained from beneficiaries was systematically analyzed and incorporated into program development strategies.

For example, community members expressed a need for clearer information regarding administrative requirements. In response, healthcare personnel developed informational materials and strengthened communication efforts during prenatal care visits. The findings suggest that organizational learning has enhanced institutional resilience and enabled the health center to maintain innovation sustainability despite changing operational conditions.

e. Co-Production

Co-production refers to the active involvement of citizens in the planning, implementation, and evaluation of public services. The findings indicate that co-production constitutes an essential component of the One Baby Three Documents Program. Parents play an active role by providing required documentation, verifying information, and cooperating with healthcare personnel throughout the registration process. Without community participation, the integrated service model would not function effectively. Interviews with beneficiaries revealed overwhelmingly positive perceptions regarding the program. One parent stated:

> *"Previously, obtaining a birth certificate required multiple visits to government offices. Now everything can be completed through the health center after childbirth."*

Another beneficiary explained:

> *"The program saves time and money. We no longer need to travel long distances to arrange administrative documents."*

The study also found that community awareness regarding the importance of legal identity documentation has increased significantly. Public education activities conducted by healthcare workers and village officials have improved understanding of children's rights and encouraged timely birth registration. Community participation extends beyond document submission. Residents frequently provide suggestions regarding service improvements and share information about the program with other families. This active involvement demonstrates that citizens are not merely service recipients but also important partners in public service delivery. The co-production approach strengthens public trust, enhances service effectiveness, and promotes sustainable community engagement.

2. Program Impact on Public Service Delivery

The findings demonstrate that the One Baby Three Documents Program has generated significant positive impacts on public service delivery, administrative efficiency, and community welfare. Before program implementation, birth registration often required several weeks or even months due to transportation challenges and administrative complexity. Following implementation, document processing time was reduced to approximately three to five working days.

Table 5. Comparison of Service Conditions Before and After Program Implementation

Indicator	Before Innovation	After Innovation
Service Access	Multiple offices	Single integrated service
Processing Time	Several weeks	3–5 days
Transportation Costs	High	Minimal
Administrative Complexity	Complex	Simplified
Community Satisfaction	Moderate	High
Institutional Coordination	Limited	Strong

The reduction in processing time and administrative complexity significantly improved service accessibility for island communities. Parents no longer faced substantial transportation expenses or prolonged waiting periods. The program also contributed to improved population data accuracy. Because birth registration occurs immediately after childbirth, government databases are updated more promptly and accurately. This improvement supports evidence-based policymaking and facilitates access to healthcare, education, and social protection programs. Furthermore, the innovation strengthened public trust in government institutions. Interview findings consistently indicated high levels of beneficiary satisfaction regarding service quality, responsiveness, and efficiency.

Overall, the results demonstrate that the One Baby Three Documents Program represents a successful model of sustainable public service innovation. Through dynamic capability, adaptability, collaboration, learning organization, and co-production, Kelong Community Health Center has developed an integrated service model that enhances administrative efficiency, promotes legal identity protection, strengthens inter-institutional cooperation, and creates substantial public value for communities in Bintan Regency. This innovation illustrates how collaborative governance and citizen-centered service delivery can contribute to sustainable healthcare and public administration reform in geographically challenging regions.

3. Dynamic Capability in the One Baby Three Documents Program

The findings indicate that the implementation of the One Baby Three Documents Program reflects the dynamic capability of Kelong Community Health Center in responding to the administrative and healthcare needs of the community. This capability is demonstrated through the institution's initiative to integrate maternal and child healthcare services with civil registration services, enabling newborns to receive a Birth Certificate, Family Card (KK), and Child Identity Card (KIA) simultaneously.

The field data reveal that prior to the implementation of the program, parents were required to independently process birth certificates and other population documents at the Population and Civil Registration Office (Disdukcapil). Due to the geographical conditions of Bintan Regency, particularly in island areas such as Kelong, Air Gelubi, and Mapur, many families experienced delays in obtaining these documents. Transportation costs, travel distance, weather conditions, and limited access to government offices were identified as major barriers.

Interviews with healthcare personnel indicated that these conditions encouraged the Community Health Center to seek alternative solutions. The health center subsequently collaborated with Disdukcapil and village governments to establish an integrated service mechanism. Through this innovation, birth data recorded by healthcare workers are immediately forwarded to Disdukcapil for document processing.

This finding demonstrates the existence of dynamic capability as described by Osborne and Brown (2011), who argue that innovative public organizations possess the ability to identify environmental changes and develop new strategies to address emerging challenges. The ability of Kelong Community Health Center to transform conventional administrative procedures into an integrated service system reflects organizational responsiveness and innovation. Moreover, the successful implementation of the program indicates that organizational resources have been effectively reconfigured to support service integration. Healthcare workers now perform not only clinical duties but also facilitate administrative procedures related to newborn registration. This transformation highlights the organization's ability to adapt its operational structure to meet evolving community needs.

The study therefore confirms that dynamic capability serves as the primary foundation for the sustainability of the innovation. Without the institution's capacity to identify service gaps and redesign service mechanisms, the One Baby Three Documents Program would not have been successfully implemented.

4. Adaptability in Integrated Service Delivery

The findings reveal that adaptability played a crucial role in supporting the implementation of the innovation. Adaptability is reflected in the ability of healthcare personnel and institutional management to adjust to new service procedures and responsibilities.Based on interview data, healthcare workers initially experienced challenges in understanding administrative procedures related to population registration because their professional expertise was primarily focused on healthcare services. However, through continuous coordination with Disdukcapil and practical experience gained during implementation, healthcare personnel gradually developed the competencies required to support integrated service delivery.

The findings indicate that healthcare personnel became increasingly capable of assisting parents in preparing administrative documents, verifying required information, and facilitating communication with relevant government agencies. This adaptation process demonstrates the willingness of public servants to embrace organizational change and develop new skills beyond their traditional professional

roles. Adaptability is also evident in the institution's use of digital communication technology. Although the service area includes geographically isolated islands, healthcare workers utilize electronic communication platforms to transmit birth registration data efficiently. This approach significantly reduces administrative processing time and improves service accessibility.

The ability of healthcare personnel to adapt to new responsibilities supports Osborne and Brown's (2011) argument that adaptability is a critical component of innovation sustainability. Organizations that fail to adapt to changing environmental conditions often encounter difficulties in maintaining innovative practices. In contrast, Kelong Community Health Center successfully adjusted its operational practices to accommodate integrated service delivery. Furthermore, adaptability has contributed to improved service quality by enabling healthcare workers to respond more effectively to community needs. Parents no longer need to navigate complicated bureaucratic procedures independently because healthcare personnel provide guidance throughout the registration process.

5. Collaboration as the Main Driver of Innovation

The results indicate that collaboration represents the most significant factor contributing to the success of the One Baby Three Documents Program. The innovation requires active cooperation among multiple stakeholders, including Kelong Community Health Center, Disdukcapil Bintan Regency, village governments, healthcare personnel, and community members. Interview findings reveal that collaboration was established through regular coordination, information sharing, and mutual commitment to improving public services. Each stakeholder performs specific responsibilities that contribute to the overall effectiveness of the program.

Healthcare personnel collect birth data and assist families with documentation requirements. Disdukcapil processes legal identity documents. Village governments facilitate communication with residents and support community outreach activities. Meanwhile, community members participate by providing necessary documents and information. This collaborative arrangement has significantly improved service efficiency. The findings indicate that administrative procedures that previously required multiple institutional visits can now be completed through a single integrated service mechanism. Consequently, citizens experience reduced transportation costs, shorter waiting times, and greater convenience. The findings support Osborne's (2010) concept of collaborative governance, which emphasizes the importance of partnerships and networks in contemporary public service delivery. Public service challenges often exceed the capacity of individual organizations and therefore require collective action among multiple actors.

The study further demonstrates that collaboration contributes to increased public trust. Beneficiaries consistently reported positive experiences regarding service accessibility and responsiveness. This positive perception strengthens the legitimacy of government institutions and enhances citizen confidence in public service providers. Therefore, collaboration should be regarded as the central mechanism through which the innovation achieves its objectives and generates public value.

6. Learning Organization and Continuous Service Improvement

The findings indicate that Kelong Community Health Center exhibits characteristics of a learning organization through its commitment to continuous evaluation and service improvement. Interview data reveal that healthcare personnel routinely discuss implementation challenges and identify strategies for enhancing service effectiveness. These discussions enable staff members to share experiences, learn from operational difficulties, and develop solutions collectively. The study found that organizational

learning occurs through both formal and informal mechanisms. Formal learning activities include coordination meetings, technical guidance sessions, and training programs. Informal learning occurs through daily interactions among staff members and practical experiences gained during service delivery. One important finding is that community feedback serves as a valuable source of organizational learning. Beneficiaries frequently provide suggestions regarding service procedures and information dissemination. These inputs are considered during program evaluations and contribute to service improvements.

The findings support Osborne and Brown's (2011) view that innovation sustainability depends on an organization's capacity to learn and adapt continuously. Public sector innovations cannot remain static because community needs, technological developments, and policy environments continue to evolve. The ability of Kelong Community Health Center to learn from implementation experiences has contributed significantly to the effectiveness and sustainability of the One Baby Three Documents Program.

7. Co-Production and Community Participation

The study found that co-production is clearly reflected in the implementation of the program through active community participation in the service process. Parents are required to submit supporting documents, verify information, and cooperate with healthcare personnel throughout the registration process. The effectiveness of the service therefore depends not only on government institutions but also on citizen participation. Interview results indicate that community members perceive the program positively because it reduces administrative burdens and facilitates access to legal identity documents. Many beneficiaries emphasized that the innovation saved time, transportation costs, and administrative effort. In addition, the findings demonstrate increased public awareness regarding the importance of birth registration and legal identity ownership. This improvement can be attributed to continuous socialization efforts conducted by healthcare workers and village governments.

The active involvement of citizens supports Osborne and Brown's (2011) argument that innovation becomes more sustainable when communities participate in service delivery processes. Citizen participation enhances service legitimacy, improves service effectiveness, and strengthens public ownership of innovation outcomes. The findings also align with the New Public Service perspective proposed by Denhardt and Denhardt, which emphasizes that citizens should be viewed as partners rather than passive service recipients. Through active participation, community members contribute directly to the success of the innovation and the creation of public value.

Conclusion

Based on the findings of this study, it can be concluded that the One Baby Three Documents Program at Kelong Public Health Center, Bintan Regency, represents a sustainable healthcare service innovation that successfully integrates maternal and child healthcare services with civil registration administration. The implementation of the program fulfills the five dimensions of public innovation proposed by Osborne and Brown—dynamic capability, adaptability, collaboration, learning organization, and co-production. The organization's ability to develop innovative service strategies, adapt to changing circumstances, establish cross-sector collaboration, enhance personnel capacity, and actively involve the community has become the primary determinant of program success.

The program has significantly improved the effectiveness and efficiency of public service delivery through the simplification of administrative procedures, accelerated issuance of Birth Certificates, Family Cards, and Child Identity Cards, and expanded community access to civil registration

documents from birth. During the 2023–2024 period, the program provided services to 109 newborns and contributed substantially to the fulfillment of citizens' civil rights in the archipelagic areas of Bintan Regency. Despite these achievements, the sustainability of the program continues to face several challenges, including limited digital infrastructure, unstable internet connectivity, and uneven levels of community participation. Therefore, strengthening information technology systems, enhancing human resource competencies, and expanding public awareness campaigns are essential to support the long-term sustainability of integrated, inclusive, and citizen-centered healthcare service innovations.

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