

**CORPORATE GOVERNANCE DYNAMICS IN DIGITAL PUBLIC SERVICE POLICY IMPLEMENTATION: A CASE STUDY OF BANDUNG INTEGRATED MANPOWER MANAGEMENT APPLICATION**

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**ABSTRACT**

This study aims to analyze the influence of *corporate governance dynamics* on the implementation of digital public service policies through the Bandung Integrated Manpower Management Application (*BIMMA*) in the city of Bandung. This research uses a qualitative approach with a case study design, focusing on one main dimension, namely the dynamics of digital governance which is analyzed through aspects of organizational structure and finance, organizational governance, organizational policies, and decision-making. The results of the study show that the implementation of *BIMMA* has not fully functioned as a strategic instrument for public service transformation. Hierarchical organizational structures, limited long-term budget support, weak institutionalization of digital governance, lack of operational internal policies, and decision-making patterns that are still bureaucratic and reactive are the main factors inhibiting the effectiveness of digital services. These findings strengthen the framework of corporate governance dynamics by emphasizing that the success of public service digital policies is largely determined by organizational governance capacity, not solely by technological readiness.

**Keywords:** *Corporate Governance Dynamics; Digital Public Service, Bandung Integrated Manpower Management Application*

**A. INTRODUCTION**

Digital transformation in the public service sector is a strategic process that utilizes digital technology to improve the efficiency, effectiveness, access, and quality of public services. This transformation is not simply about the use of technology, but also encompasses changes in organizations, policies, work

processes, and interactions between government and citizens (OECD, 2024; Lips, 2024). The implementation of digital government and e-government concepts aims to accelerate administrative services and expand public participation through responsive and integrated digital platforms, such as integrated online services and a national digital identity that eliminates the need for citizens to re-enter data for each service they require (Publik, 2025). However, obstacles such as infrastructure gaps, low digital literacy, data security challenges, and resistance to bureaucratic culture are key issues in this process (UN E-Government Survey, 2024; Hi et al., 2025; OECD, 2025).

Globally, several developed countries have made significant progress in the digital transformation of public services. South Korea, for example, leads the e-government index with extensive digital public services, including digital identity and proactive services involving big data analytics for decision-making, cross-sector collaboration, and citizen digital inclusion (UN E-Government Survey, 2024; Korea e-Government, 2024; OECD, 2025). European Union countries are implementing the once-only principle to minimize repetitive data entry, while digital platforms like GovPay in Sri Lanka are integrating online public service payments to increase efficiency and transparency. On the other hand, developing countries show positive trends in the digitalization of services such as population administration, licensing, and information transparency, although they still face significant structural barriers (Ramdhan, 2023; Ibrahim et al., 2025).

Digital transformation in the public sector in Indonesia has become a national strategic agenda in line with the demand to improve the quality of effective, transparent, and accountable public services. The Government of Indonesia is gradually encouraging the digitization of public services through the Electronic-Based Government System (*SPBE*) policy as an effort to reform bureaucracy and modernize governance (Ministry of PANRB, 2018). However, the implementation of public digital policies does not only depend on technological readiness, but is highly determined by the dynamics of organizational governance, decision-making structures, and accountability mechanisms between actors in the public bureaucracy.

In this context, the concept of corporate governance *is* increasingly relevant to be analyzed in the Indonesian public sector. Corporate governance in public organizations refers to the systems, principles, and mechanisms that govern the relationship between organizational leaders, implementing units, stakeholders, and the community as service recipients (OECD, 2015). Principles such as transparency, accountability, clarity of roles, internal controls, and institutional coordination are key foundations in ensuring that public policies, including digital policies, can be implemented effectively and sustainably. However, in practice, the implementation of corporate governance in Indonesia's public sector still faces various structural and cultural challenges, especially in the context of regional bureaucracy.

Theoretically, the main issue in this study departs from the limitations of studies that integrate the perspective of corporate governance with the implementation of digital public service policies. Most previous research on *SPBE* and e-government in Indonesia has tended to focus on regulatory aspects,

readiness of technological infrastructure, and adoption of information systems (Dwiyanto, 2018). Meanwhile, organizational governance dimensions such as authority relations, cross-unit coordination, application management accountability, and strategic leadership are still relatively under-appreciated. As a result, many public digital policies have been formally implemented, but have not fully functioned substantively in improving the quality of services.

From an empirical perspective, the implementation of digital public service policies at the local government level in Indonesia shows complex dynamics. The city of Bandung as one of the metropolitan cities in Indonesia has developed various public service applications, including the Bandung Integrated Manpower Management Application (*BIMMA*) which is managed by the Bandung City Manpower Office. The *BIMMA* application is designed as a digital instrument to improve the efficiency, transparency, and integration of employment services. However, in practice, the implementation of *BIMMA* still faces various obstacles, such as weak integration between regional apparatus, limited capacity of information technology human resources, and the lack of optimal monitoring and evaluation mechanisms for application performance (BPS Bandung City, 2022).

These empirical conditions show that there is a gap between the goals of digital policy for public services and the reality of implementation in the field. This is where the connection between theoretical and empirical issues becomes significant. Corporate governance serves as an analytical lens to explain how governance structures, division of authority, and accountability mechanisms affect the effectiveness of public digital policy implementation. In other words, the failure or success of a *BIMMA* application is not solely determined by the technical aspects, but also by the organizational governance dynamics that surround it.

From a state of the art perspective, previous studies in Indonesia generally separate the study of corporate governance from the study of the implementation of digital policies for public services. Corporate governance studies are more focused on the corporate sector or SOEs, while digital government studies emphasize technology and regulatory aspects. This research offers novelty by integrating the two approaches through the analysis of corporate governance dynamics in the implementation of digital public service policies, especially in the employment sector at the city government level.

In particular, the purpose of this study is to analyze how the dynamics of corporate governance affect the implementation of digital public service policies through the *BIMMA* application in the city of Bandung. This research aims to identify actors, governance mechanisms, and organizational factors that affect the effectiveness of *BIMMA* implementation, so that it can make an empirical and conceptual contribution to strengthening digital governance of public services in Indonesia.

## **B. LITERATURE REVIEW**

Research on the implementation of digital public service policies, such as the Bandung Integrated Manpower Management Application (*BIMMA*), shows that governance and data-driven decision-making play a crucial role in the

effectiveness of innovative public policies. A study by Nugraha, Umam, and Alia (2022) found that data obtained through the *BIMMA* application was utilized as a source of statistics and indicators in the formulation of employment policies, demonstrating the dynamics of evidence-based governance (data-driven decision-making) within the organizational structure of the Bandung City government. However, the researchers also reported limitations in the dimensions of data analysis, performance management, and insight exploitation capability, which can impact the overall quality of public policy decisions. Furthermore, Damanik (2023), in his case study on the implementation of the *BIMMA* e-government policy, identified that communication, resources, implementer disposition, and bureaucratic structure significantly impact how digital policies are implemented at the government organizational level.

Other research related to *BIMMA* demonstrates a variety of methodological approaches and focuses on the dynamics of digital governance in the context of public services. Yuwono et al., (2024) analyzed the implementation of *BIMMA* in an effort to minimize unemployment in Bandung and showed that although this innovative application was able to expand access to job vacancies and support faster bureaucratic processes, challenges such as service inclusivity, lack of socialization, and accessibility for vulnerable groups remain major issues in implementing digital policies. Research on e-readiness of online services by Ismanto (2022) also highlighted that infrastructure readiness, connectivity, and human resource readiness in the labor office are important factors influencing the quality of implementation of digital services such as *BIMMA*. Furthermore, Ismanto's study emphasized that despite the fulfillment of technical aspects, paradigm shifts in the organization and periodic evaluations need to be strengthened as part of the governance dynamics to support the sustainability of digital services.

In addition to focusing on the *BIMMA* case, comparative studies on digital governance in other public services are also relevant to understanding the dynamics of corporate governance in a digital context. Susilawati et al.'s (2024) study examined digital public services in various Indonesian public sector organizations and found that digital governance faces obstacles such as inter-agency coordination, low digital literacy, and a lack of strong regulatory support. Meanwhile, Pangestu et al.'s (2025) research in the context of e-governance planning in Bandung City highlighted the importance of inter-organizational collaboration, integrated data management, and human resource capacity building to achieve transparent, accountable, and responsive public services all core elements of effective digital governance. Overall, the literature suggests that the successful implementation of digital public service policies such as *BIMMA* relies heavily on corporate governance dynamics, including internal communication, human resource capacity, technological readiness, and institutional commitment to supporting digital-based policy innovation.

### **C. METHOD**

This research uses a qualitative approach with a case study design, which aims to analyze in depth the dynamics of digital governance in the implementation

of public services (Somantri 2005; Creswell and Creswell 2018). This approach was chosen because it allows researchers to understand the processes, interactions of actors, and institutional contexts that shape digital governance practices comprehensively and contextually. The focus of the research is directed at one main dimension, namely Digital Governance Dynamics, which is analyzed through four operational aspects, including the structure and finances of organizations/institutions, organizational governance, organizational policies, and decision-making (Agustini et al. 2023).

The focus of analysis on one dimension is intended to gain a deeper and sharper understanding of how digital governance is carried out institutionally, both from a structural and procedural perspective. The data collection technique was carried out through in-depth interviews with key informants who have authority and direct involvement in the formulation and implementation of digital governance, observation of the service process and use of digital systems, as well as documentation studies of regulations, internal policies, performance reports, and other supporting documents (Djamba, 2002). Data analysis was carried out qualitatively, descriptive-analytical with the stages of data reduction, data presentation, and conclusion drawn. To maintain the validity and reliability of the data, this study applies triangulation of sources and techniques, so that the findings produced are credible, defensible, and can be accounted for academically.

#### **D. EXPLANATION**

The successful implementation of digital governance policies cannot be separated from the dynamics of organizational governance that surrounds it. In the perspective of corporate governance dynamics as stated by Welchman (2015), digital systems are not just technical instruments, but are products of authority structures, organizational policies, budgeting mechanisms, and decision-making patterns that apply in organizations. Thus, digital governance reflects broader institutional governance and is inseparable from the bureaucratic context in which the technology is implemented.

Based on the results of in-depth observations and interviews, the implementation of digital governance policies through the Bandung Integrated Manpower Management Application (*BIMMA*) at the Bandung City Manpower Office shows that the digitalization of employment services does not exist as a stand-alone system. The *BIMMA* application develops gradually following the institutional capacity of the Director, and is formed by a hierarchical authority structure, annual budgeting mechanism, coordination patterns across regional apparatus, and bureaucratic decision-making processes that have run before. This condition confirms Welchman's (2015) argument that digital governance is an integral part of organizational governance dynamics, not just the result of information technology adoption.

##### **Structure and Finance of Organizations/Institutions**

The discussion in this subsection places organizational structure and finance as the main foundation in understanding the dynamics of digital governance of the Bandung Integrated Manpower Management Application (*BIMMA*) application. In the perspective of Corporate Governance Dynamics as

stated by Welchman (2015), organizational structure and financial mechanisms do not simply function as administrative elements, but as determinants of the direction, capacity, and sustainability of digital policy implementation in public organizations.

Structurally, the Bandung City Manpower Office still represents the hierarchical and functional character of the public sector bureaucracy, as stipulated in the *Peraturan Walikota Bandung Nomor 55 Tahun 2022* concerning the Organizational Structure and Work Procedures of the Regional Apparatus. This structure places authority vertically with the division of tasks based on technical areas. In the context of *BIMMA* implementation, the structure has not explicitly accommodated the function of digital governance as a stand-alone organizational mandate. The absence of a special unit or official who formally has strategic authority over the management of *BIMMA* applications shows that digitalization is still positioned as a supporting function, not as a core governance mechanism.

Field findings show that the management of *BIMMA* is practically carried out by the Program, Data, and Information Subdivision under the Secretariat of the Directorate, with technical support from the Bandung City *Diskominfo*. However, the relationship of authority and responsibility between the data management unit, the technical field of the substance of the service, and the *Diskominfo* has not been formally institutionalized in the form of SOPs or binding leadership decisions. This condition causes coordination to be ad hoc and highly dependent on informal communication between actors. In the framework of Welchman (2015), this situation reflects the weak determination of digital decision rights, which has implications for low accountability and consistency of digital governance.

From a financial perspective, the implementation of *BIMMA* is greatly influenced by the annual regional planning and budgeting mechanism. The *BIMMA* budget is prepared as part of the Work Plan and Budget (RKA) of the Directorate and does not always appear as a stand-alone strategic budget post. The findings of the study show that *BIMMA* budget allocation is often integrated in service innovation programs or information technology development activities in general. This pattern shows that financially *BIMMA* has not been positioned as a medium- and long-term priority program.

The limitations and instability of budget allocation have a direct impact on the sustainability of application development. The available budget is relatively adequate for basic operations and system maintenance, but it is not yet sufficient for the development of advanced features, improved interoperability, or strengthening data security. From a corporate governance perspective, this condition reflects the lack of integration of digital policies with organizational financial policies. Welchman (2015) emphasized that the mismatch between digital ambition and budget capacity has the potential to produce a digital governance gap, which is a gap between strategic objectives and implementation reality.

Thus, a hierarchical organizational structure and financial mechanisms that are not yet oriented in the long term are the main challenges in the implementation

of digital governance policies through *BIMMA*. This existing condition confirms that the success of digitizing public services is not only determined by the availability of applications, but by the ability of organizations to reorganize authority structures and ensure sustainable financial support.

**Organizational Governance**

Organizational governance is a key element in the dimension of Corporate Governance Dynamics because it reflects how the organization directs, controls, and evaluates the use of digital systems. In the context of the Bandung City Directorate, organizational governance is an important lens to understand why *BIMMA* has not fully functioned as a strategic instrument for the transformation of public services.

The results of the study show that the internal governance that regulates the management of *BIMMA* is still sectoral and administrative. Formally, *BIMMA* is managed by the Disnaker as the service owner, while the technical aspects are in the coordination of the *Diskominfo* as the *SPBE* coordinator. However, no governance document was found that comprehensively regulates the management structure of *BIMMA*, the division of roles across regional apparatus, and the monitoring and evaluation mechanism. The absence of a documented governance design causes *BIMMA* management to run without a clear strategic framework.

**Table 1: Synthesis of Conformity of *BIMMA* Management Organizational Governance with the Regulatory Framework for the Implementation of *SPBE***

No	Aspects of Organizational Governance	Normative Provisions in Bandung Mayor Regulation Number 20 of 2023	Implementation Findings on <i>BIMMA</i> Application Management	Governance Gap Analysis
1	<i>SPBE</i> governance structure	The implementation of <i>SPBE</i> is carried out in an integrated, coordinated, and cross-regional apparatus	The management of <i>BIMMA</i> is still sectoral in the Manpower Office with limited technical coordination to the <i>Diskominfo</i>	The digital governance structure has not been formally institutionalized, so <i>BIMMA</i> has not been fully integrated in the Bandung City <i>SPBE</i> ecosystem
2	Digital decision-making authority	Policy determination and development is carried out based on clear and coordinated authority	<i>BIMMA</i> 's strategic authority is fragmented between the Directorate, the Communication and Information	Fragmentation of authority causes the development direction of <i>BIMMA</i> to be inconsistent and tends to be reactive

			Department, and the planning unit without a dominant single actor	
3	Digital service operational standards	The implementation of <i>SPBE</i> must be supported by SOPs and operational guidelines	There is no specific SOP that regulates the service flow, data management, and security of <i>BIMMA</i>	The absence of SOPs undermines the consistency of services and accountability of digital governance
4	Coordination mechanism across OPDs	<i>SPBE</i> is carried out through coordination and synchronization across regional apparatus	Coordination is informal and is not institutionalized in regular forums or mechanisms	Unsystematic coordination hinders system integration and data exchange
5	Internal Reporting and Oversight	<i>SPBE</i> is evaluated periodically to ensure the effectiveness and quality of services	<i>BIMMA</i> 's performance is reported in general in the report of the Directorate without specific digital performance indicators	Weak digital supervision causes <i>BIMMA</i> to not be positioned as a strategic service
6	Service and data integration	<i>SPBE</i> encourages interoperability and cross-system data utilization	<i>BIMMA</i> has not been fully integrated with other systems within the Bandung City Government and nationally	Integration limitations reflect immature digital organizational governance
7	Organizational culture and work changes	<i>SPBE</i> is directed to support digital-based public service transformation	Apparatus is still dominant in using a face-to-face service pattern	Organizational cultural resistance hinders the internalization of <i>BIMMA</i> as the main channel of service

Source: Researcher's Process, 2025

In Welchman's (2015) perspective, effective digital governance requires clarity of decision-making structures, cross-unit coordination mechanisms, and an integrated accountability system. Empirical findings show that these three elements have not been fully developed in the management of *BIMMA*. Coordination between technical fields and with the *Diskominfo* takes place incidentally, not through a routine mechanism that is institutionalized. As a result, application development and resolution of technical constraints are often slow and disintegrated.

In addition, *BIMMA* has not been positioned as the main channel for employment services. Service practices still combine manual and digital procedures without uniform operational standards. This condition reflects that organizational governance has not fully internalized the digital-first principle as mandated in the *SPBE* policy. In the context of corporate governance, this shows that digitalization is not yet part of the value system and organizational norms.

### **Organizational Policies**

Organizational policies play a strategic role in bridging macro regulation with implementation practices at the operational level. In the framework of Welchman (2015), organizational policies determine how digital goals are formulated, how performance is measured, and how strategic authority is distributed. Normatively, the Bandung City Directorate has been in a clear regulatory framework through the Bandung Mayor Regulation Number 20 of 2023 concerning *SPBE*. However, the findings of the study show that these regulations have not been fully translated into operational internal policies, especially related to *BIMMA*. Until this research was conducted, there was no special SOP that regulated the governance of *BIMMA*, both in terms of data management, digital service flows, and information security standards.

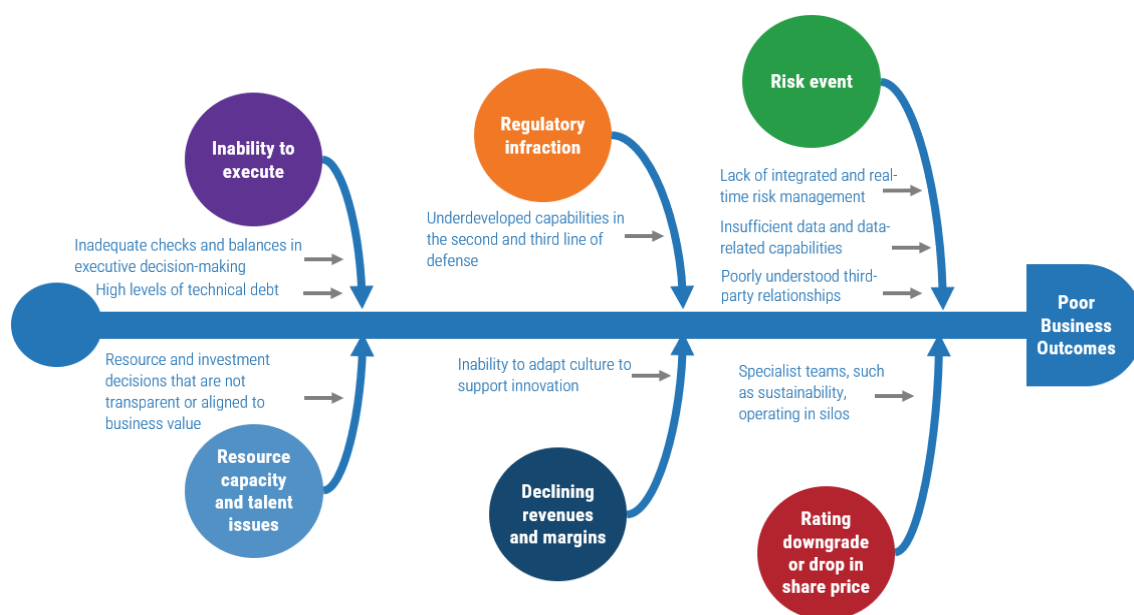
The absence of this internal policy causes *BIMMA*'s digital goals to not be formulated in a measurable manner and not integrated in the organization's performance measurement system. *BIMMA* is better understood as a service innovation, not as a strategic instrument for achieving organizational performance. From the perspective of corporate governance dynamics, this condition shows the weak legitimacy of digital policies at the organizational level.

Organizational policies also do not explicitly support the development of digital human resource capacity. The management of *BIMMA* is still handled by a limited number of personnel with diverse workloads. This reinforces the finding that organizational policies are not yet adaptive to the demands of digital governance that require specific competencies and clear division of roles.

### **Decision Making**

Decision-making is at the core of digital governance dynamics because it reflects how authority, policy rationality, and data utilization are carried out. In the implementation of *BIMMA*, decision-making is still dominated by a hierarchical bureaucratic pattern. Strategic decisions related to *BIMMA* development, such as determining budget features and priorities, are at the leadership level and are often reactive. The findings of the study show that digital decisions are not entirely based on service performance analysis or application usage data, but rather on administrative considerations and budget availability. The principle of evidence-based decision making which is the pillar of *SPBE* has not been optimally internalized.

In addition, coordination across regional apparatus in digital decision-making is still consultative and has not been institutionalized in routine forums. This fragmentation of authority causes the direction of *BIMMA* development to not always be in line with the architecture of the *SPBE* of the City of Bandung as a whole. In the perspective of Welchman (2015), this condition shows the weak checks and balances mechanism in digital governance.



**Figure 1. Fishbone Diagram of the Causes of Poor Business Outcomes** Source: Processed Researcher, 2025

In order to clarify these dynamics, a conceptual visualization is presented to illustrate the relationship between organizational policies, authority distribution, and *BIMMA* implementation within the framework of corporate governance dynamics. This visualization shows that under ideal conditions, organizational policies serve as the main node that connects strategic objectives, performance indicators, distribution of authority, and integration of digital systems.

However, in the analysis in the image above, it is clear that poor business outcomes, which in this case is interpreted as the lack of optimal performance of digital public services through the *BIMMA* application, is the result of the accumulation of various interrelated structural and organizational factors. The diagram shows that implementation failures are not caused by a single factor, but by a series of causes rooted in immature organizational governance dynamics. In the implementation of the *BIMMA* application, organizational policy nodes are also still not functioning optimally, so that digital decision-making flows become fragmented, system integration is hampered, and performance evaluations are not systematically aligned.

Overall, this analysis per subdimension shows that the implementation of digital governance policies through *BIMMA* is highly determined by the dynamics of corporate governance in the Bandung City Directorate. The main challenge does not lie in the technological aspect, but in the organizational structure, internal policies, and decision-making processes that are not fully adaptive to the logic of digital governance. These findings strengthen the argument that the success of *SPBE* at the regional apparatus level requires comprehensive organizational governance reform.

## E. CONCLUSION

This study shows that the implementation of digital public service policies through the Bandung Integrated Manpower Management Application (*BIMMA*) in the city of Bandung has not fully run optimally as an instrument for public service transformation. The findings of the study confirm that the effectiveness of *BIMMA* is not primarily determined by technological aspects, but by the dynamics of corporate governance that encompass the managing organization. Hierarchical organizational structures, financial support that has not been oriented in the long term, weak institutionalization of digital governance, limited operational internal policies, and bureaucratic and reactive decision-making patterns are the main factors that hinder the performance of digital services.

The results of this study strengthen the framework of corporate governance dynamics by showing that digital governance is an integral part of overall organizational governance. Therefore, the success of *SPBE* policies at the local government level requires improving the authority structure, strengthening organizational policies, and implementing data-based and performance-based decision-making. This research contributes conceptually and empirically in enriching the study of digital governance of public services in Indonesia, especially in the employment sector at the city government level.

This research has limitations because it only focuses on one dimension of corporate governance dynamics, namely the dynamics of digital governance, and uses a case study approach on one public service application, namely *BIMMA* in the city of Bandung. The focus of the research also emphasizes more on institutional and organizational perspectives, so that it has not explored in depth the experience and perception of service users (the public and job seekers) on the quality of *BIMMA*'s services. Therefore, further research is recommended to develop analysis by including other dimensions in the framework of corporate governance, expanding the research location comparatively between regions, and combining qualitative and quantitative approaches to measure the real impact of digital services on public service performance and community satisfaction. This approach is expected to produce a more comprehensive understanding of the successes and challenges of digital governance of public services in Indonesia.

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