

MANAGING AN INCLUSIVE BUREAUCRACY THROUGH DIGITAL-BASED PUBLIC SERVICE INNOVATION

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Abstract

This research aims to analyze the innovation and quality of digital-based public services in supporting an inclusive bureaucracy in Indonesia. Digital transformation within the bureaucracy is an important strategy for improving the effectiveness, efficiency, transparency, and accountability of public services. This study employs a qualitative, descriptive approach, collecting data through in-depth interviews, participatory observations, and document analysis, and analyzing the data using data visualization software. The research focuses on the availability of digital platforms, interagency integration, ease of access, service speed, data security, and community satisfaction, as well as on the inclusivity of services for people with disabilities and for people in remote areas, and on efforts to reduce the digital literacy gap. The study's results show that digital service innovation increases the efficiency and effectiveness of administrative processes, facilitates public access, and accelerates service completion. Interoperability among agencies improves internal coordination within the bureaucracy, while a robust data security system and a user-friendly application interface increase public trust and participation. Inclusive services successfully reach vulnerable groups, expand equitable access, and encourage public involvement in service evaluation and development. Governance support, including regulations, the human resource capacity of the apparatus, monitoring and evaluation, and adequate technological infrastructure, is important for ensuring the sustainability and quality of digital services. Overall, this study shows that integrating digital innovation with the principles of inclusivity and effective governance can create a responsive, accountable, and participatory bureaucracy. These findings have implications for the development of public service policies and practices in the digital era, enabling bureaucracies to deliver efficient, transparent, fair, and inclusive services for all.

Keywords: Digital Public Services, Bureaucratic Innovation, Inclusivity, Service Quality.

Abstrak

Penelitian ini bertujuan menganalisis inovasi dan kualitas pelayanan publik berbasis digital dalam mendukung birokrasi yang inklusif di Indonesia. Transformasi digital di birokrasi menjadi strategi penting untuk meningkatkan efektivitas, efisiensi, transparansi, dan akuntabilitas layanan publik. Penelitian ini menggunakan pendekatan kualitatif dengan metode deskriptif, di mana data dikumpulkan melalui wawancara mendalam, observasi partisipatif, dan studi dokumentasi, kemudian dianalisis menggunakan software data grafik. Fokus penelitian mencakup ketersediaan platform digital, integrasi antarinstansi, kemudahan akses, kecepatan layanan, keamanan data, serta kepuasan masyarakat, sekaligus melihat inklusivitas layanan bagi penyandang disabilitas, masyarakat di daerah terpencil, dan pengurangan kesenjangan literasi digital. Hasil penelitian menunjukkan bahwa inovasi layanan digital meningkatkan efisiensi dan efektivitas proses administrasi, mempermudah akses masyarakat, serta mempercepat penyelesaian layanan. Interoperabilitas

antarinstansi meningkatkan koordinasi internal birokrasi, sementara sistem keamanan data yang kuat dan antarmuka aplikasi yang user-friendly meningkatkan kepercayaan dan partisipasi masyarakat. Layanan yang inklusif berhasil menjangkau kelompok rentan, memperluas pemerataan akses, dan mendorong keterlibatan publik dalam evaluasi serta pengembangan layanan. Dukungan tata kelola, termasuk regulasi, kapasitas SDM aparatur, monitoring, evaluasi, dan infrastruktur teknologi yang memadai, menjadi faktor penting dalam memastikan keberlanjutan dan kualitas layanan digital. Secara keseluruhan, penelitian ini menunjukkan bahwa integrasi inovasi digital dengan prinsip inklusivitas dan tata kelola yang efektif mampu menciptakan birokrasi yang responsif, akuntabel, dan partisipatif. Temuan ini memberikan implikasi bagi pengembangan kebijakan dan praktik pelayanan publik di era digital, sehingga birokrasi dapat memberikan layanan yang efisien, transparan, adil, dan inklusif bagi seluruh masyarakat.

Kata kunci: pelayanan publik digital, inovasi birokrasi, inklusivitas, kualitas layanan.

Introduction

Public services are among the primary indicators of government bureaucracy performance. In Indonesia, public services are often perceived as convoluted, time-consuming, and unresponsive to community needs. This condition leads to public dissatisfaction and weakens public trust in the bureaucracy.

The development of digital technology opens up great opportunities for the government to make a breakthrough. Digitization of public services can speed up administrative processes, reduce manual, bureaucratic practices prone to corruption, and increase transparency and accountability. Since 2018, the Indonesian government has initiated the Electronic-Based Government System (SPBE) as a framework for bureaucratic digitalization. Through SPBE, it is hoped that each ministry, institution, and local government can integrate public services electronically to increase effectiveness and efficiency.

Digital innovation is also a key component of the 2020–2024 RPJMN agenda. Digital transformation aims to strengthen an adaptive, responsive, and inclusive bureaucracy so that people have access to fast, affordable, and non-discriminatory public services. Data from the Central Statistics Agency (BPS) in 2023 shows that the national internet penetration rate reached 79.5 percent. This figure represents a significant increase compared to a decade earlier. However, the gap remains substantial: urban areas reach 85 percent, whereas rural areas are only 62 percent.

The digital divide is a challenge in realizing inclusive public services. People in remote or disadvantaged areas still face barriers to telecommunications infrastructure, limiting access to digitally based public services. In addition, vulnerable groups such as people with disabilities, the poor, and the elderly often face obstacles in accessing technology-based services. Service applications that

are not user-friendly make them increasingly marginalized from the public service system.

The 2022 Bappenas report shows that the digital inclusivity index in Indonesia is still low, especially in terms of internet affordability, digital literacy, and device availability. This has implications for the uneven distribution of benefits from digital innovation among citizens. The government also faces the problem of the apparatus's human resource capacity. Not all bureaucratic apparatus is ready for changes towards digitalization. Lack of technical skills, resistance to change, and a bureaucratic mindset are obstacles in their own right.

In terms of regulations, although there is a legal basis, such as Presidential Regulation No. 95 of 2018 concerning SPBE, its implementation across regions remains uneven. Many local governments remain in the early stages of digitalization and are therefore unable to provide fully inclusive services. The 2022 National SPBE Index averages 2.34, placing it in the "sufficient" category. This means that most government agencies remain at the intermediate stage in implementing e-government and have not yet been fully integrated.

However, there are several good practices for digital-based public service innovations in Indonesia. For example, the Dukcapil Online application, the OSS (Online Single Submission) system for licensing, and LAPOR are technology-based channels for public complaints. This innovation practice shows great potential in improving bureaucracy. Services that previously required weeks can now be completed in hours or even minutes, with lower costs and greater transparency guaranteed.

However, the success of digital innovation is not measured solely by service speed but also by its inclusivity. This means that every level of society, including vulnerable groups, must have equal access to these digital services. The principle of inclusivity aligns with the concept of good governance, which emphasizes transparency, accountability, participation, and fairness. In this context, digital-based public services must ensure that no community group is left behind.

This is also related to achieving the Sustainable Development Goals (SDGs), particularly goals 10 (reducing inequality) and 16 (building strong, transparent, and inclusive institutions). Therefore, building an inclusive bureaucracy through digital innovation requires a comprehensive approach. Not only providing applications and infrastructure, but also ensuring digital literacy, partisan regulations, and service design that is friendly to all community groups.

Strategies that can be taken include strengthening regulations, providing equitable digital infrastructure, increasing the capacity of the apparatus, and collaborating with the private sector and civil society. Thus, digital innovation is not only a symbol of modernization but also provides benefits for all. The

community's role in supervising and providing input on digital services is also very important. Through participatory mechanisms, communities can ensure that digital innovations align with their real needs rather than merely serving as technology projects.

Based on this description, it is important to examine in greater depth how digitally based public service innovations can effectively manage an inclusive bureaucracy in Indonesia. This study aims to examine innovation practices, obstacles, and strategies required for the digital bureaucracy to provide fair, equitable, and sustainable services for all people.

Research Methods

This research employs a qualitative, descriptive approach to describe in depth digitally based public service innovations for managing an inclusive bureaucracy. The qualitative approach was chosen because it can provide a holistic understanding of the process, dynamics, and context of implementing digital public services at the local government level. The research site is purposively selected among government agencies that have implemented digitally based services, such as the Population and Civil Registration Office, the Communication and Information Service, or integrated service units. The study's subjects include state civil servants who manage digital services, service-user communities, and other related stakeholders.

Data were collected through in-depth interviews with officials and the public, participatory observation of the digital service process, and documentation studies of regulations, policies, and official reports on the Electronic-Based Government System (SPBE). The data obtained are then transcribed and analyzed using graph-theoretic software, thematic grouping, and pattern and relationship searches across research indicators. This analysis enables researchers to examine the linkages among digital innovation, service quality, inclusivity, and governance in modern bureaucracy.

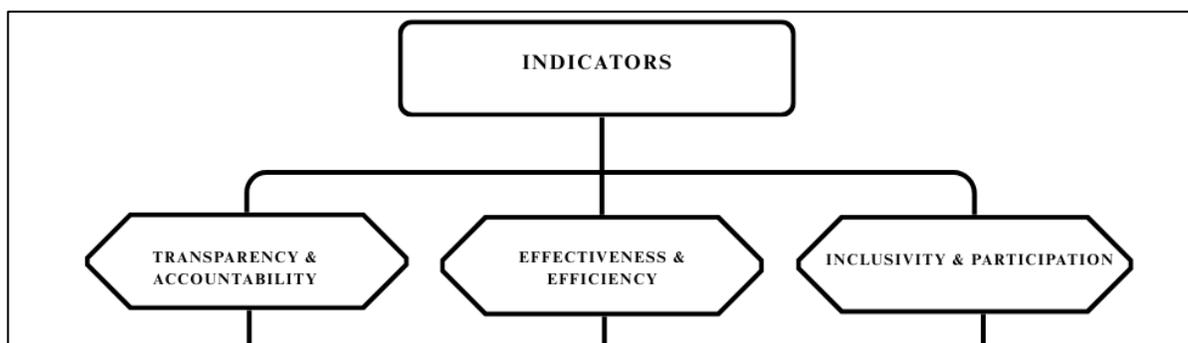


Figure 1. UNDP Good Governance Principles (1997)

1. The Theory of Public Administration Innovation (Osborne & Gaebler, 1992)

Osborne and Gaebler, in their book *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector* (1992), argue that the rigid, hierarchical, and procedural traditional bureaucracy is no longer able to answer the challenges of modern society. Therefore, the bureaucracy needs to innovate administratively by adopting an entrepreneurial spirit (*Entrepreneurial Government*) (Devi et al., 2021).

2. Public Service Innovation

The process of improving and updating public services through the use of new technologies, methods, or approaches that are more effective and efficient (Santia & Mauliansyah, 2023). Service to the community aims to improve the quality, efficiency, effectiveness, and satisfaction of the community (Arifah, 2020). Government agencies and public institutions must innovate or reinvent their service delivery methods. These innovations may be new concepts, procedures, tools, or forms of cooperation that differ from current conditions but still adhere to good governance standards (Hani Putri Febriyanti et al., 2022). The main goal of public service innovation is to create faster, more transparent, inclusive, and accountable services. The government seeks to reduce bureaucratic complexity by enforcing the law and using digital technology to enable efficient access to services for the general public. In addition, innovation aims to increase public participation in the policy process or service evaluation (Wilda et al., n.d.) so that a more democratic and responsive system is created to meet the needs of the community. In practice, innovative public services are grounded in several core principles

(Safirussalim, Muhibbur Rizqi, 2023). First and foremost, as a result of innovation, services should focus on the needs of the general public. In addition, efficiency and effectiveness should be prioritized to improve the quality of service without sacrificing effectiveness. Third, the principles of justice and inclusivity must be applied so that all levels of society can benefit (Johannes Pieters, Ali Soltani, 2018).

3. Digital-Based Public Services (E-Government)

Transform services from manual to electronic by leveraging information technology to enhance speed, transparency, and affordability (Patrisia & Anwar, 2021). E-government, also known as digitally based public services, is an effort to modernize the bureaucracy by using information and communication technologies to improve the quality of services provided to the general public (Rizky et al., 2019). The demands of the digital age, in which people require fast, simple, and transparent access to services without complex bureaucratic procedures, are driving the emergence of this concept (Tarigan et al., 2024). In addition to automating manual procedures, digitalization helps governments create a more effective and integrated ecosystem of services that focus on the needs of the general public (Mergel, 2018).

More responsible and efficient government is the main goal of digitally based public services (Amirulkamar et al., 2024). Governments can minimize operational time, reduce the likelihood of abuse of authority, and provide services accessible from anywhere, at any time by implementing electronic technologies (Scholl, 2020). In addition, the increased transparency of information made possible by e-government gives the public social influence over how the government is managed. This aligns with the principles of good governance, which prioritize responsibility, openness, and participation (Innaf et al., 2023).

Results and discussion

1. Innovation and Quality of Public Services

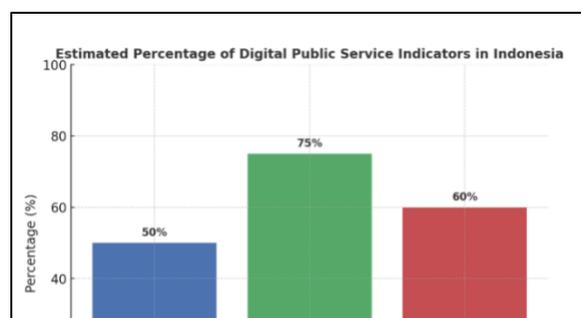


Figure 2. Digital Public Service Indicators in Indonesia, 2025.

The graph illustrates the estimated percentage achievement of digital public service indicators in Indonesia. The results show that Effectiveness & Efficiency occupy the highest position, achieving approximately 75%. This is evident in increased service process efficiency, shorter service times, and optimized human resource capacity for managing digital systems. In addition, the availability of increasingly equitable technological infrastructure significantly improves service quality.

Furthermore, the Inclusivity & Participation indicator shows an achievement of around 60%. This means that digital public services are beginning to prioritize access for people with disabilities, the provision of services in remote areas, and the encouragement of public participation in service evaluation. However, a digital literacy gap remains in several regions, and policies that fully support inclusivity are limited; further strengthening is needed to ensure equitable access to public services.

The Transparency & Accountability indicator achieved the lowest score, around 50%. This indicates that, although online platforms are available, interagency integration (interoperability) remains suboptimal. Similarly, the disclosure of information on procedures, costs, and service-time standards is not fully consistent across all agencies. In addition, the evaluation mechanism based on public participation remains limited, so the accountability of service providers cannot be fully demonstrated in a transparent manner.

Overall, this graph shows that Indonesia has made significant progress in effectiveness and efficiency, but still faces major challenges in achieving transparency and expanding inclusivity and public participation. Thus, strengthening these three indicators in a balanced manner is the key to achieving better, more accountable, and public-interest-oriented digital governance.

Digital public services have become the government's primary focus for increasing bureaucratic effectiveness. The use of digital platforms enables users to access services quickly and efficiently while reducing reliance on manual processes (Hapsoro & Bangun, 2020). One of the prominent forms of digital

innovation is the availability of online service applications. This application enables the public to manage administrative matters, including population, licensing, and public complaints, without visiting the office in person. The existence of online platforms provides flexibility, especially for those who live far from service centers, marking a paradigm shift from conventional bureaucracy to technology-based bureaucracy.

Integration between agencies or system interoperability is the key to the success of digital public services. A service that connects agencies enables rapid, accurate data processing and reduces document duplication. Interoperability also strengthens bureaucratic coordination, enabling faster administrative decision-making based on valid data, which is important for building public trust in digital services.

The digitization of public services has been shown to increase the efficiency of administrative processes. Services that previously required significant time can now be completed more quickly. In addition to improving time efficiency, digitalization reduces costs by eliminating transportation and additional costs associated with manual procedures. This efficiency benefits the community while helping the government optimize the use of apparatus and infrastructure resources (Fenti Prihatini Tui, Rosman Ilato, 2022). Ease of access is an important indicator of the quality of digital services. The user-friendly app ensures that people from different backgrounds can access the service without technical difficulties. The simple interface and clear navigation improve the user experience and encourage active community participation.

The speed of digital services compared to conventional systems is also highly appreciated. The fast process and real-time notifications make the public always gets the latest information regarding the status of the proposed service. Data security is a major concern in digital innovation. A reliable platform can protect personal data from the risk of leakage or misuse.

The government has established a variety of cybersecurity protocols, including data encryption and multi-level authentication, to ensure the integrity of digital services. This privacy protection is important for building public trust, especially when managing sensitive data such as population or legal documents. Public satisfaction is the final indicator of the quality of digital services. Surveys and feedback indicate that most users find digital services faster, more transparent, and easier than conventional methods. The availability of online service applications not only makes services easier to access but also expands access to previously limited services. Digital innovation drives the transformation of bureaucratic internal processes, thereby simplifying complex procedures through electronic systems. Integration between agencies supports the apparatus's decision-making by providing centralized, real-time data.

Time efficiency in digital services reduces physical queues at government offices, thereby increasing the productivity of the apparatus. Cost efficiency for the community is not only economically beneficial but also increases satisfaction, as services become more affordable. The ease of access to digital applications increases inclusivity, as people of various ages and backgrounds can use services without barriers.

The speed of service strengthens the image of a modern and responsive bureaucracy, thereby increasing public trust in the government. A robust security system enhances users' confidence that their data is secure, thereby increasing the likelihood of continued use of digital platforms. Public satisfaction with digital services encourages active participation, for example, through more feedback and complaints.

The use of online applications enables the government to monitor service performance more accurately, thereby enabling the immediate implementation of improvement policies. Innovation and the quality of digital services not only affect society but also the apparatus, as technology enables more efficient operations. Digitalization creates opportunities to develop new, innovative services, such as cross-sector integration and mobile app-based services. The success of digital innovation demonstrates that the Indonesian bureaucracy can adapt to the demands of modern society, particularly those of a more technologically literate generation. Overall, the availability of digital platforms, interoperability between agencies, efficiency, ease of access, data security, and public satisfaction are interrelated factors in creating effective, innovative, and quality digital public services.

2. Inclusivity and Support for Public Service Governance

Inclusivity in public services emphasizes the importance of equal access for all levels of society. Inclusive digital services ensure vulnerable groups, including people with disabilities, can access services without barriers. The application's disability-friendly design and specialized features facilitate user interaction, preventing users from being left behind in accessing public services. In addition, the equitable distribution of digital services to remote, outermost, and disadvantaged areas is the main indicator of inclusivity. The availability of online services in previously hard-to-reach areas ensures that people in the 3T area continue to have access to adequate services. The government encourages the development of technology infrastructure and internet networks to support equitable access.

Community participation is an important aspect in building inclusive public services. The community is not only a service recipient but also involved in providing input, evaluation, and feedback through digital platforms. This involvement improves service quality while strengthening community ownership

of the service system. The government's efforts to reduce the digital literacy gap are also a major supporting factor. Public training and education programs enhance the public's ability to use digital applications and services. Good digital literacy enables the public to make optimal use of services and reduces the risk of dependence on third parties for administrative management.

Governance support is an important element that overshadows innovation and inclusivity. Clear regulations and policies create a framework for the fair and equitable delivery of public services. The policy includes service quality standards, data management procedures, and transparent complaint and evaluation mechanisms (Gusmita & Risman, 2024). The capacity of the apparatus's human resources is also a determinant of the success of digital public services. Apparatus with digital competence and an understanding of the principles of inclusivity can manage services in a more professional, responsive, and adaptive manner to the community's needs. HR training and development are important strategies for maintaining service quality.

Monitoring and evaluation grounded in public participation help governments assess the effectiveness of digital services. The evaluation data is used to make improvements, adjust procedures, and enhance user satisfaction. This monitoring system ensures that digital services remain relevant and aligned with the community's needs.

Equitable distribution of technological infrastructure is another supporting factor, no less important. The availability of internet networks, reliable servers, and supporting devices ensures that all people can access services without technical problems. An even infrastructure also enables more optimal integration between services and accelerates administrative processes.

Inclusivity and governance support are interrelated. Inclusive digital services require a clear regulatory framework, competent human resources, effective monitoring, and adequate infrastructure. The combination of these factors results in public services that are not only efficient and of high quality, but also fair, transparent, and participatory. Inclusive public services, supported by good governance, increase public trust in government. This trust encourages people to be more active in using digital services and participating in public decision-making. The impact is a more responsive, adaptive, and aligned bureaucracy. Overall, inclusivity and governance support are the foundations that ensure the optimal operation of digital services and their quality. Both strengthen each other, enabling public services to reach all levels of society, reduce disparities, and foster a modern, accountable, participatory, and sustainable bureaucracy.

Discussion

The theory of Public Administration Innovation put forward by Osborne & Gaebler (1992) emphasizes that traditional bureaucracies, which are rigid, hierarchical, and overly procedural, are no longer relevant in the face of the challenges of modern society. The government is required to adopt an entrepreneurial spirit by encouraging innovation, efficiency, and results-oriented approaches. This is consistent with research on digitally based public services in Indonesia, which shows an urgent need to shift from a manual, bureaucratic model to a more flexible, transparent, and adaptive digital system.

Research shows that the effectiveness and efficiency of digital public services in Indonesia have reached a fairly high level, namely 75%. This achievement is concrete evidence that the bureaucracy can no longer survive in its old ways but must adopt innovative strategies consistent with the spirit of *entrepreneurial government*. The government needs to play the role of an organization that continually seeks new opportunities, improves processes, and innovates to provide added value to the community.

In addition, research findings on increased public satisfaction with digital services reinforce Osborne & Gaebler's argument that bureaucratic orientation should shift from merely running procedures to generating value. Digital-based services such as online licensing, population administration, and application-based tax payments are tangible manifestations of how the government can innovate to be more responsive, accountable, and easier for the public.

Another linkage is evident in the integration aspect of the digital public service system. Osborne & Gaebler emphasized the importance of removing hierarchical barriers and bureaucratic fragmentation. In research, interagency integration that allows data interoperability is clear evidence of the application of this principle. With interoperability, bureaucracy no longer operates in isolation but rather within a more dynamic, collaborative network. This is in accordance with the spirit of entrepreneurial governance that is adaptive, agile, and results-oriented.

The research also highlights the issue of digital public service inclusivity, with access for marginalized groups remaining suboptimal. Osborne & Gaebler's theory emphasizes that innovation is not only about efficiency but also about expanding access so that the benefits of services are felt by all levels of society. Therefore, public administration innovation policies need to ensure that digitalization does not create new gaps, but rather narrows the gap between groups that can and cannot access services.

Within the framework of *entrepreneurial government*, the government is expected to be proactive and innovative in anticipating community needs. The results indicate a tendency for governments to implement proactive services, such as digital notifications and automated service systems, consistent with the Osborne & Gaebler concept. The government does not wait for the public to

come; it seeks to be present first with solutions that are relevant, efficient, and that simplify the administrative process.

The application of entrepreneurial principles within the bureaucracy is also evident in the government's efforts to develop *smart cities* and more participatory digital platforms. Osborne & Gaebler's theory emphasizes the importance of society's role as both a consumer and a partner in public services. Research demonstrates that an open, transparent digital service system that provides a space for participation increases public trust in the bureaucracy. This shows the close relationship between public administration innovation and research results in Indonesia.

Furthermore, Osborne & Gaebler highlight the importance of accountability in innovation. The findings of research on an online feedback system that enables the public to provide direct assessments of service quality constitute a tangible manifestation of the principle of accountability. In this way, the bureaucracy no longer assesses itself; instead, it allows the public to be the primary evaluator of the performance of public services.

However, research also indicates that obstacles remain, including limited human resources and digital infrastructure. Within the framework of Osborne & Gaebler's theory, this condition describes a transition phase in which the bureaucracy adapts from the old model to a new, more entrepreneurial model. Therefore, the government needs to continue strengthening the capacity of the apparatus, develop supporting regulations, and build adequate infrastructure to ensure the sustainable development of digital innovation.

Overall, the relationship between Osborne & Gaebler's theory and the results of this study shows that Indonesia is on the path of bureaucratic transformation towards a more innovative, adaptive, and community-satisfaction-oriented model of government. The digitalization of public services is not only a technical change but also a paradigm shift aligned with the idea of *reinventing government*. This indicates that the Indonesian bureaucracy is moving closer to modern government practices that are responsive, participatory, and oriented toward tangible public outcomes.

Conclusion

The study's results show that the digitalization of public services in Indonesia has significantly altered the effectiveness, efficiency, and accountability of the bureaucracy. Digitization of public services can reduce lengthy procedures, increase transparency, and provide easier public access. Indicators of relatively high effectiveness and efficiency suggest that the bureaucracy is beginning to abandon old hierarchical and rigid patterns in favor of a more adaptive, responsive, and results-oriented model of governance. These findings also emphasize that digitalization is not just a technical innovation, but also a paradigm shift in public administration.

The connection to the theory of Osborne & Gaebler (1992) confirms that the Indonesian bureaucracy is moving toward *an entrepreneurial government* that emphasizes innovation, entrepreneurship, and public satisfaction. While there remain challenges related to limited human resources, digital infrastructure, and inclusivity, this transformation direction represents a positive step toward a participatory, transparent, and sustainable modern bureaucracy. Thus, the digitalization of public services in Indonesia can be seen as a tangible manifestation of government reinvention, which is expected to strengthen public trust and foster more effective governance in the digital era.

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