

Research Article

Innovation of Electronic Land Rights Certificate Service at the Surabaya City Land Agency II

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Abstract: This abstract summarizes the innovation in land administration services through the implementation of Electronic Land Rights Certificates (e-Certificates) by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN). The policy responds to persistent challenges in conventional land certificate services, including lengthy bureaucratic procedures, limited transparency, and risks of document duplication and forgery. The study focuses on the implementation of e-Certificate services at the Surabaya City Land Office II, aiming to analyze the effectiveness of the innovation, supporting and inhibiting factors, and its impact on public service quality. A descriptive qualitative approach is employed, utilizing Rogers' Diffusion of Innovation theory (1971) with five key indicators: relative advantage, compatibility, complexity, trialability, and observability. Data collection methods include document analysis, in-depth interviews, and field observation. Findings indicate that the e-Certificate provides significant benefits, such as time efficiency, enhanced data security, and improved transparency. The innovation also aligns with national priorities for digital transformation and bureaucratic reform. However, notable complexity persists due to limited digital literacy among the public and adaptation challenges faced by employees. Limited-scope pilot implementation supports iterative system improvements, while observable outcomes include accelerated services and increased public trust. Key enabling factors consist of strong national policy support, advanced digital infrastructure in Surabaya, and organizational commitment. Conversely, constraints include limited human resources, resistance to organizational change, and data security concerns. Overall, the e-Certificate innovation at the Surabaya City Land Office II has generated new public value through faster, more efficient, and accountable services, establishing a model for advancing digital transformation in land administration across Indonesia.

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1. Introduction

Land is one of the important assets in the social, economic, and political life of the community. Ownership of land rights not only reflects a person's power over a piece of land, but also becomes a legal guarantee for the use, utilization, and transfer of rights. Therefore, the existence of a land rights certificate as formal legal evidence is very important in providing certainty and legal protection to the owner. The role of the National Land Agency (BPN) as an authorized institution in land administration is very vital, especially in the implementation of land registration services and certificate issuance. However, over the years, the implementation of land services in Indonesia, including the issuance of land rights certificates, has faced various problems. Among them are long bureaucratic processes, slow completion times, illegal collection practices (pungli), potential duplication of documents, and weak



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transparency and accountability (Dedeng Yoesoef Maolani, Amalia Purnama Sari, Arindhini Amalia³, & Cyntia Octavelia Sholeha, 2022). This not only has an impact on low public satisfaction with public services, but also opens up opportunities for land disputes due to data mismatches or document falsification (Adinugroho, Hakiki, Zhulqurnain, Herlambang, & Yudianto, 2023).

In line with the development of information and communication technology, the Indonesian government through the Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN) initiated the digital transformation of land services, one of which is the implementation of the Electronic Land Rights Certificate. This innovation was officially launched through the Regulation of the Minister of Agrarian and Spatial Planning/Head of BPN No. 1 of 2021 concerning Electronic Certificates. This policy is part of the government's commitment to realize bureaucratic reform and support e-government programs that prioritize the principles of efficiency, transparency, and accountability in public services (Sandiasa & Agustana, 2018). Electronic certificates (e-certificates) replace the physical form of land certificates into digital documents stored in the BPN electronic system. With this system, landowners no longer need to store physical certificates manually, but can access documents online through a system that has been regulated by BPN. This innovation brings great hope in realizing a modern land administration that is free from deviations. In addition to reducing the risk of loss, damage, and forgery of certificates, this digitalization also speeds up the service process and strengthens the validity of land data (Hardiyansah & Undang, 2023).

The implementation of this electronic land certificate innovation still faces various challenges, especially at the regional level, including in the area of the Surabaya City Land Agency II. Although Surabaya is one of the big cities that has a relatively good digital infrastructure, the implementation of e-certificates has not been fully optimal. This is due to several factors, including the readiness of technological infrastructure in the land office environment, the ability of human resources (HR) to operate digital systems, and resistance from the service user community to changing the form of legal documents from physical to digital (Gustiana, Hidayat, & Fauzi, 2022). The Surabaya City Land Agency II is a strategic work unit that manages land services in most areas of Surabaya City. The high volume of services and the complexity of land problems in this region make e-certificate innovation an urgent need. However, the implementation of this system must be comprehensively evaluated so that the effectiveness, efficiency, and obstacles faced during the innovation process can be known. In addition, it is important to know the extent of public understanding and trust in electronic certificates, because it is an indicator of the success of digital public service transformation (Diva Sukma Az-zahra, Yurni Fadhillah, Aisah Yuningsih, & Sigit Djalu Purwoko, 2024).

Public service innovation, from the perspective of state administration, does not only talk about changes in the form of services, but also about changes in bureaucratic culture, more participatory governance, and improving the quality of services. Innovation in electronic certificates must be able to solve long-standing problems such as overlapping data, service delays, and potential corrupt practices, as well as encourage the integration of land information systems that are connected to other institutions, such as banks, notaries, and other licensing agencies (Setiawan, 2017). As a public service institution, BPN also has the responsibility to provide education, socialization, and assistance to the community so that they are ready to accept change. Without a proper public communication strategy, the public may not trust the security and validity of electronic certificates. Therefore, a collaborative approach between the government, the community, and other stakeholders is urgently needed to support the success of this innovation (Tasyah et al., 2021).

Through this study, the author wants to examine more deeply how to implement electronic certificate service innovations at the Surabaya City Land Agency II, the challenges faced, the strategies used by agencies in improving service quality, and how the public perception of this change. This research also aims to contribute to the literature on public policy and service innovation by raising real cases in the field, as well as providing policy recommendations that are applicable to improving land services nationally. Innovation in public service is not only seen from the technological aspect, but also from how it affects organizational structures,

employee work patterns, and inter-institutional relationships. Public innovation is the process of creating new public value through significant changes in the structure, process, and outcomes of servants (Novitasari, 2022). Therefore, it is important to measure the extent to which the implementation of e-certificates can create new value, such as increased community satisfaction, service efficiency, and transparency of land governance.

This research is also relevant to the national agenda for digital development, as stated in the 2020–2024 RPJMN, which encourages digital transformation in the public service sector. The implementation of electronic systems in land services is part of structural reforms that are expected to be able to push Indonesia towards an adaptive, responsive, and data-based Digital Government. With the digitalization of land, it is also hoped that it can support the integration of national data, including in development planning, spatial control, and management of state assets. Digital technology-based service innovation is part of the demands of the times in the era of the Industrial Revolution 4.0 and Society 5.0, where public services are required to be fast, accurate, and based on user needs. Therefore, the transformation of land certificates to electronic form is not only an internal demand of the bureaucracy, but also in response to changes in the increasingly digital social ecosystem.

By looking at these various complexities, it is important for academics, practitioners, and the government to jointly evaluate and develop the right approach in the implementation of land service innovations. This research is expected to be able to provide an empirical overview of the dynamics of the implementation of electronic certificates in the city of Surabaya II, as a mirror of the challenges and opportunities for digitization of land services in Indonesia at large.

2. Preliminaries or Related Work or Literature Review

Public Service Innovation

Public service innovation is a form of reform in the government administration system that aims to improve the efficiency, effectiveness, and quality of services to the community. Innovation in the public sector is the process of creating new ideas, products, or methods that are able to provide added value and improve service outcomes. Innovation is not only related to the application of technology, but also includes paradigm changes, governance, and interaction patterns between the government and the community (Novitasari, 2022). Innovation is important because traditional bureaucracies are often slow and unresponsive to the needs of a dynamic society (Reskiaddin, Yulia Anhar², Sholikah, & Wartono, 2020). Public service innovation can be realized through the application of digital technology, cross-sector collaboration, and a *citizen-centered approach*. The government is required to change the conventional service system into a digital-based service that is more accessible, fast, and transparent. This is in line with the principles of *good governance* which emphasizes accountability, effectiveness, and public participation. Thus, public service innovation is one of the main strategies to encourage bureaucratic transformation towards more adaptive and modern governance (Dina, Menanda, Pratama, Ramadhani, & Sumiati, 2021).

Public service innovation policies have received serious attention through Law Number 25 of 2009 concerning Public Services, as well as PANRB Ministerial Regulation Number 7 of 2021 concerning Public Service Innovation Competition (KIPP). This regulation encourages every government agency, both central and regional, to innovate in providing quality services. One form of implementation is through the digitization of public services which is expected to be able to overcome bureaucratic obstacles, shorten the service chain, and increase public satisfaction. The government has also developed *SPBE* (Electronic-Based Government System) as a forum for the integration of various public services digitally. Public service innovation will not succeed without the support of transformational leadership and an organizational culture that is open to change. The country's civil servants need to be *result-oriented* and have the courage to experiment in finding new solutions to old problems. The main challenges in implementing innovation in the public sector often lie in internal resistance, limited resources, and uneven digital literacy among employees and the community. Therefore, the innovation process must be accompanied by a planned and participatory organizational change strategy.

In addition to internal factors, the success of public service innovation is also greatly influenced by inter-stakeholder collaboration. The importance of collaboration between the government, the community, and the private sector in implementing service innovations. Collaboration allows the exchange of resources, ideas, and strengthens the legitimacy of public policies (Putri Khasanah & Purwaningsih, 2021). Collaboration between the Ministry of ATR/BPN, local governments, and digital service providers is a key factor in the success of innovations such as *electronic land* certificates. This shows that innovation cannot stand alone, but must be developed in an integrated collaborative ecosystem (Kelvin, Widianingsih, & Buchari, 2022). Overall, public service innovation in the digital era is a necessity in realizing a modern bureaucracy. Digital transformation is not just the use of technology, but also reflects changes in work culture and the mindset of the apparatus. Effective public service innovation will increase public trust in the government, strengthen bureaucratic legitimacy, and create sustainable public value. Therefore, the implementation of innovations such as *electronic land certificate* services at the Surabaya City Land Agency is a concrete example of how modern technology and governance can synergize in strengthening responsive and transparent public services.

Electronic Land Rights Certificate Service

The service of land rights certificates in Indonesia is an integral part of the function of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) in ensuring legal certainty of land ownership rights for citizens. Land certificates act as legal evidence of the possession, possession, use, and utilization of land (Malik & Abdulajid, 2023). For a long time, land certificate services in Indonesia have faced various challenges such as long bureaucracy, overlapping data, brokerage practices, and low transparency. This condition encourages the need for land service reform to be faster, more efficient, and free from potential administrative irregularities (Sihabudin, 2015). This program aims to ensure that all land plots have an official certificate that is registered nationally. Through this program, the government not only emphasizes the legality aspect, but also utilizes information technology to improve the land database system (Susanto, 2020). However, along with the increasing need for faster and more efficient services, the idea of developing an electronic land certificate system emerged as a form of public service innovation. Electronic land certificates, as stipulated in the Ministerial Regulation of ATR/BPN Number 1 of 2021 concerning Electronic Certificates, are an important breakthrough in digital reform of the land sector. Through this system, all land rights data are stored in an integrated electronic database and equipped with digital signatures (Adekamwa, Mursalim, & Indrayanti, 2024). This innovation aims to reduce the risk of loss or forgery of physical certificates, speed up the service process, and improve data security. In addition, electronic certificates also support the implementation of e-government in Indonesia by strengthening a digital-based land administration system (Choirunnisa, Oktaviana, Ridlo, & Rohmah, 2023).

Electronic land certificate services have begun to be implemented gradually in various land offices, including in the city of Surabaya. The Surabaya City Land Agency II is one of the implementing units that actively develops digital-based services through the ATR/BPN Online Services system. This service includes registration, measurement, and issuance of electronic certificates (Prastyo & Sukmana, 2020). With this system, people can access services without having to come directly to the land office, so that time and cost efficiency can be achieved. However, the implementation of this innovation also faces a number of obstacles, such as limited digital infrastructure, a gap in public literacy, and the need for intensive socialization. The success of electronic land certificate services is highly dependent on organizational readiness and human resource support (Fajriyani et al., 2023). BPN employees need to be equipped with adequate digital capabilities in order to operate the system optimally. In addition, strong supporting regulations are needed to ensure the legal validity of electronic documents and the protection of people's personal data. Collaboration between BPN, local government agencies, and the community is an important element in ensuring the effectiveness of the implementation of land digital services (Tasruddin, 2018).

The innovation of land rights certificate services in Indonesia, especially through electronic certificates, is a strategic step towards digital-based public service transformation. The implementation of this system not only improves the quality and speed of services, but also

strengthens the accountability and security of national land data. The successful implementation in big cities such as Surabaya is expected to be a model for other regions to adopt a similar system. In the end, this innovation contributes to the realization of transparent, efficient, and fair land governance according to the principles of good governance.

3. Method

This study uses a descriptive qualitative approach. This approach was chosen because it is able to describe in depth and holistically the phenomenon of public service innovation that occurs, especially in the implementation of electronic land rights certificates at the Surabaya City Land Agency II. Qualitative research is research that intends to understand social phenomena from the perspective of participants, not from the perspective of outside researchers. In other words, this approach emphasizes understanding the meaning, value, and experience felt by the informant directly.

This type of research is also descriptive, as it aims to describe systematically, factually, and accurately the implementation, challenges, and impacts of electronic land service innovations without manipulating data. This study uses the theory of service innovation proposed by Rogers (1971), which mentions five innovation indicators: (1) Relative Advantage, (2) Compatibility, (3) Complexity, (4) Trialability, and (5) Observability. The data sources in this study are divided into two, namely secondary data and primary data, secondary data includes policy documents, scientific articles, journals, and news while primary data includes interviews, observations, and interactions with service users.

4. Results and Discussion

The Surabaya City Land Agency II is a strategic work unit of the Ministry of ATR/BPN that serves part of the administrative area of the City of Surabaya. Before digitalization, the entire service process was still manual and took a relatively long time, with high face-to-face interaction between applicants and officers. Along with the enactment of the Ministerial Regulation of ATR/BPN Number 1 of 2021 concerning Electronic Certificates and the launch of electronic land certificate services in Surabaya II since May 7, 2024, the service system has begun to shift from a conventional model to a digital model based on applications and online platforms. This digital transformation not only changes the form of certificate documents to electronic, but also rearranges service flows, data management, and validation systems through platforms such as Touch My Land. The main goal is to speed up the service process, reduce potential administrative irregularities, and improve transparency and time efficiency.

Analysis of Innovation Implementation Based on the Diffusion of Innovation Theory

The application of electronic land certificates in BPN Surabaya II is analyzed through five indicators of public innovation theory according to Rogers (1971):

1. **Relative Advantage:** Electronic certificate innovation has been proven to provide significant advantages over conventional systems. Applicants get easier access to data online, shorter service times, and better data security guarantees. Field data shows an increase in time efficiency of up to 60% and a 45% reduction in user complaints after the implementation of the digital system. This shows concrete added value for the community and supports the principle of public service efficiency.
2. **Compatibility:** The e-certificate program is very much in line with the national policy on the Electronic-Based Government System (SPBE) and digital bureaucratic reform. From an organizational perspective, this system is also compatible with a new work culture that prioritizes transparency and accountability. This alignment strengthens the commitment of BPN Surabaya City II in realizing the vision of "Digital Land Services with Integrity".
3. **Complexity:** Although efficient, the new system poses obstacles in the form of limited digital literacy of the community and the adaptation of employees to new technologies. The results of the interviews show that around 30% of the early adopters still have difficulty uploading digital documents, while 20% of employees need additional training in electronic data management. This level of complexity underscores the need for ongoing training for all parties.
4. **Trialability:** The e-certificate service in Surabaya II was initially carried out as a pilot project for several types of transfer of rights and a new registration service with the service name, namely LaMPriMa Surya (Surabaya Main Priority Independent Service),

with the innovation and improvisation of the Surabaya defence office will provide ease of service to the public, especially in electronic certificates. This trial provides space for technical evaluation and builds public trust. The success of the trial phase has been proven to accelerate the replication of the system in other areas in East Java.

5. **Observability:** The benefits of innovation are easily observed through a variety of tangible indicators: faster service times, drastically reduced queues, and increased levels of public satisfaction. BPN's internal data shows an increase in the service satisfaction index from 78% (2023) to 90% (2024) after the implementation of e-certificates. Transparency and ease of access to information also strengthen public trust in agencies.

Table 1. Supporting and Inhibiting Factors.

Supporting Factors	Description
1. National policies	The existence of the Minister of ATR/BPN No. 1 of 2021 is the legal basis for digital transformation.
2. Digital infrastructure	The city of Surabaya has network readiness and high-tech devices.
3. Adaptive HR	Employees are getting used to digital systems and online procedures.
4. Cross-agency collaboration	There is synergy between BPN, notaries, banks, and local governments in data validation.
Inhibiting Factors	Description
1. Low digital literacy	Some people do not understand the procedure for uploading files and validating online.
2. Employee resistance	Some apparatus is still comfortable with the manual system.
3. Data security risks	The potential for information leaks and cyberattacks is still a public concern.
4. Infrastructure gap between regions	Not all regions have a stable and secure digital connection.

Source: Researcher, 2025.

The results of the study show that the innovation of electronic certificate services at BPN Surabaya II not only accelerates bureaucracy, but also reforms work patterns and service culture. Based on the perspective of the Diffusion of Innovation theory, the relative advantage and compatibility factors are the main drivers of innovation success, while complexity is the main challenge that still needs to be overcome. This transformation is also in line with the principles of good governance, especially in the aspects of transparency, efficiency, accountability, and community participation. This innovation has created new public value, namely increasing public trust in public agencies and building a service system that is adaptive to the development of digital technology.

5. Comparison

Comparison of Manual and Electronic Certificate Service Procedures. The most significant change in land services at BPN Kota Surabaya II lies in the digitalization of the entire process chain. Here's a systematic comparison between the two service models:

Table 2. Tabel ini menjelaskan tentang perbedaan sertifikat annual dan sertifikat elektronik.

Stages of Service	Manual Certificate (Before May 2024)	Electronic Certificate (After May 2024)	Changes and Impacts
File Submission	The applicant came directly to the BPN office with physical documents.	Submissions are made online through the ATTA ATR/BPN website.	Time efficiency; Reduce queues and direct contact.
Validation of Notary Deed	It is done manually at the service counter with a wet signature.	Automatic validation through the AKTA ATR/BPN website, synchronized with Notary data.	Transparency increases, the potential for manipulation decreases.
Service Scheduling	Physical scheduling (manual) at the BPN office.	It is done through the ATR/BPN COUNTER website for scheduling and confirming service codes.	Service access can be done at any time.
Certificate Registration	Manually submitted with physical files.	Through the "Lampri" Chatbot and the digital LOKET system for manual to electronic certificate conversion.	Automation and verification speed are improved.
Data Verification	The officer checked the file on the counter table.	File checks are carried out digitally by the system and verified by officers online.	Administrative oversight is stronger.
6. Issuance of Certificate	The physical certificate is printed and submitted directly.	Published in the form of a digital document (PDF with electronic signature) and stored in the BPN system.	Safe from loss and counterfeiting.
7. Scope of Service	Only the main services: registration and rename.	It includes electronic dependency rights applications, quick certificate checks, virtual helpdesks, and weekend services.	Service innovation is increasing and more inclusive.

Source: Researcher, 2025.

Based on the table above, it can be seen that digitalization has a direct impact on efficiency, transparency, and user satisfaction. Based on field observations, the average duration of service completion decreased from 30-60 days to 20-30 working days.

6. Conclusion

This study concludes that the innovation of electronic land rights certificate (e-certificate) services at the Surabaya City Land Agency II is a strategic step by the government in realizing modern, efficient, and transparent land governance. The implementation of this digital system not only speeds up the certificate issuance process, but also increases public trust in bureaucratic performance. Based on the theory of Diffusion of Innovation from Rogers (1971), the application of e-certificates meets five indicators of innovation success: relative *advantage* in the form of time efficiency and data security; compatibility with the national e-government policy; trialability through phased trials; as well as *observability* that appears from increased public satisfaction. However, the complexity factor is still a major challenge due to limited digital literacy and human resource adaptation.

The success of this innovation is supported by national regulations, the readiness of technology infrastructure in Surabaya, and the organization's commitment to encouraging digital transformation. Meanwhile, obstacles that arise include limited human resources,

resistance to change, and concerns about data security. In general, the implementation of electronic certificates has created new public value through faster, accountable, and administrative-free services. With increasing human resource capacity, massive socialization, and strengthening the cybersecurity system, this innovation has the potential to become a national model in digital-based public service reform in the land sector.

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