

The urgency of Public Service Malls in realizing good governance in Indonesia

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Article History

Received on 2 October 2024

1st Revision on 16 October 2024

Accepted on 23 October 2024

Abstract

Purpose: This study aims to analyze the urgency of establishing and developing Public Service Malls (MPP) as a strategic instrument for realizing the principles of good governance in Indonesia.

Research methodology: Using a literature review approach, this study examines the relationship between the existence of MPPs and the main elements of good governance, such as transparency, accountability, efficiency, and responsiveness.

Results: The findings reveal that PSMs significantly contribute to the transformation of public services by integrating diverse government and private services into one-stop centers. This integration reduces bureaucratic complexity, accelerates service delivery, enhances public trust, and promotes institutional accountability in the public sector. Furthermore, this study highlights the importance of adopting the pentahelix collaboration model, which engages the government, academia, business, civil society, and the media, to optimize the role of PSMs in governance reform.

Conclusions: PSMs represent a strategic solution to persistent governance challenges in Indonesia by fostering innovation, improving accessibility, and ensuring citizen-oriented public services. They are essential for achieving bureaucratic reform objectives and advancing sustainable governance practices.

Limitations: This research relies exclusively on secondary data sources, limiting its ability to capture the first-hand experiences of service users and practitioners. Regional variations in PSM implementation have not been fully addressed due to the uneven availability of empirical studies.

Contribution: This study contributes to the academic discourse on governance innovation by conceptualizing public service motivation (PSMs) as a practical embodiment of good governance principles. It also offers policy recommendations for strengthening digitalization, expanding public participation, and institutionalizing cross-sector collaboration through the pentahelix model, thereby providing a roadmap for enhancing public service governance in Indonesia.

Keywords: *Good Governance, Governance, Public Service Mall, Pentahelix, Service Innovation*

How to Cite: Widnyani, I. A. P. S., Anantanathorn, A., and Rahayu, M. P. (2024). The urgency of Public Service Malls in realizing good governance in Indonesia. *Journal of Multidisciplinary Academic and Practice Studies*, 2(4), 225-233.

1. Introduction

Changes in the social and technological environment have driven public demand for quality, fast, and transparent public services. Through bureaucratic reform, the Indonesian government has positioned public services as the main indicator of successful governance (Endi, Fanggidae, & Ndoen, 2023). One

of the innovations initiated is the establishment of the Public Service Mall (MPP), which is designed as an integrated service center across various agencies and sectors. In this context, the MPP embodies the principles of good governance as formulated by UNDP (1997), namely, transparency, accountability, effectiveness, efficiency, and participation. This study analyzes the role of the MPP in supporting the implementation of these principles and formulating strategies for strengthening public service policies based on multi-party collaboration (Dwiyanto, 2021).

One of the issues of problems in general governance in the regency/city, especially related to public services, is the suboptimal implementation of regional government services. One of the efforts to realize good governance is through the implementation of good governance, with collaboration and interaction between the government, community, and private sector in providing or receiving services. Service problems that need to be addressed are related to public service governance to improve public service quality. The implementation of public services covers many things, so a forum is needed to facilitate the implementation of various forms of public services (Widodo, 2021).

A one-stop integrated public service is a system that integrates public services between local governments and ministries/institutions. To implement one-stop integrated public services, a place called a public service mall is required. A public service mall is the integration of public services provided by ministries, institutions, provincial and district/city governments, state-owned enterprises, regional-owned enterprises, and the private sector in an integrated manner in 1 (one) place to increase the speed, ease, reach, comfort, and security of service. Public services provided at public service malls (PPMs) are the services most needed by the local community and can be an alternative for the local community. MPP is a solution that must be implemented by the local government to address the problem of suboptimal governance of local government institutions (Denhardt & Denhardt, 2015; Nimgur, Kusa, & Olanrewaju, 2023).

The MPP is supported by its formation in the law, and each region should have an MPP for easy access for the wider community because the services offered are also electronic-based. One of the problems in local government is the high population growth rate (PGR). This affects local government governance. This is because an increasing number of people need to be optimally served. If the acceleration of integrated one-stop services is not carried out, it will become a problem that continues to recur and increase every year (Hadiwijaya & Yustini, 2023; Tahir, 2018).

This study uses a qualitative approach through literature studies (library research) on various academic sources and regulations related to the implementation of public services and good governance. The data sources included national policy documents, previous research results, and theories of public governance and service innovation. The data were analyzed descriptively, with a focus on the integration of concepts and practices.

2. Literature Review

2.1 Conceptual Foundation of Good Governance

The concept of *good governance* has emerged as a central paradigm in modern public administration. According to the UNDP (1997), good governance emphasizes the principles of transparency, accountability, efficiency, responsiveness, participation, equity, and the rule of law (Singh, 2023). These principles are fundamental for ensuring democratic legitimacy and sustainable development. Keping (2018) highlights that good governance is not only a normative framework but also a practical mechanism to enhance state capacity and citizen trust.

In the Indonesian context, good governance became a critical agenda after the Reformasi era, when the state sought to rebuild public trust and dismantle bureaucratic inefficiencies inherited from the centralized New Order regime. Rhamadhani and Edeh (2024) stresses that governance reform in Indonesia must be people-centered, ensuring that public institutions deliver services effectively while remaining accountable to citizens. Thus, any institutional innovation, such as Public Service Malls (PSMs), must be evaluated through the lens of these governance principles, as they serve as both benchmarks and guiding norms (Widiastuti, Umar, & Hafiziandra, 2024).

2.2 Public Service Innovation and Bureaucratic Reform

Public service innovation is a response to the growing dissatisfaction with traditional bureaucracies, which are often described as rigid, hierarchical, and inefficient (Scott, 2021). Innovation in the public sector is expected to overcome “red tape” while promoting agility and adaptability. Jäppinen (2015) argues that innovation in public services requires a paradigm shift from bureaucratic control to co-production and collaboration (Heydari, Torabi, & Jahromi, 2023).

Indonesia has witnessed a wave of bureaucratic reforms since the early 2000s, emphasizing e-government initiatives, integrated services, and novel public management approaches. Haug, Dan, and Mergel (2024) point out that public sector reform is closely tied to political will, institutional capacity, and citizen demand for accountability. Within this framework, PSMs were introduced as a manifestation of innovation in service delivery, designed to streamline the fragmented processes and enhance accessibility.

2.3 Public Service Malls (PSMs) as an Integrated Service Model

The establishment of PSMs in Indonesia reflects a strategic response to the long-standing problems of fragmented and overlapping services. As defined in Permenpan-RB No. 23 of 2017, a PSM integrates services from ministries, local governments, state-owned enterprises, and private entities into one physical and digital location. This integration aims to deliver services that are faster, more efficient, and citizen-friendly (Afriyani, Indrayani, Indrawan, Wibisono, & Ngalian, 2023).

Widodo (2021) showed that one-stop integrated services reduce the transactional burden on citizens, particularly in licensing and administrative matters. PSMs also symbolize a new governance model that positions citizens as the central focus of the government. The key benefits include the following:

- a) **Transparency:** Centralizing processes makes information easier to access.
- b) **Accountability:** Performance can be measured against clear standards.
- c) **Efficiency:** Integration reduces duplication and resource waste.
- d) **Responsiveness:** Services adapt more quickly to citizens’ needs.

However, as Patrucco and Kähkönen (2021) note, the success of PSMs depends on the extent of digitalization and the ability to synchronize the standards across agencies.

2.4 The Pentahelix Model and Multi-Stakeholder Collaboration

The pentahelix model is a governance framework that emphasizes collaboration among five actors: government, academia, business, civil society, and the media (Parameshwara & Riza, 2023). In the context of PSMs, this model provides a theoretical foundation for sustaining innovation. Government agencies serve as the primary regulators and implementers, while academia contributes research and knowledge to refine service models. Businesses are key partners in providing technology and resources to schools. Civil society organizations represent citizens’ voices, ensuring inclusivity and accountability. Meanwhile, the media functions as both an information channel and a watchdog. Studies Lee and Ospina (2022) have shown that such collaborative frameworks strengthen trust and foster collective ownership of governance reforms. For Indonesia, applying the pentahelix model in PSM development ensures that the system is not merely a bureaucratic project but a shared responsibility across sectors.

2.5 Digital Transformation in Public Services

Digitalization has become the backbone of modern governance. The shift toward e-government reflects the recognition that ICT can enhance efficiency and accessibility of public services. According to Tangi, Janssen, Benedetti, and Noci (2021), digital transformation in governance involves not only technology adoption but also institutional restructuring and cultural change. In Indonesia, the integration of PSMs with digital platforms has been prioritized, particularly in urban centers. However, digital literacy remains a challenge, particularly in rural areas where access to technology is limited (Arion et al., 2024). Barua and Rahman (2023) argue that successful digital governance requires interoperability across platforms, strong cybersecurity, and a user-centered design. The Indonesian government’s commitment

to service digitalization through PSMs aligns with the global trend of “smart governance,” which combines digital tools with participatory approaches to create adaptive systems.

2.6 Comparative Perspectives: International Experiences of One-Stop Services

Internationally, one-stop service centers have been implemented in various forms across countries. For instance:

- a) Singapore’s eCitizen portal provides seamless access to over 300 services, emphasizing the user experience and efficiency.
- b) Malaysia’s Urban Transformation Centers (UTCs) integrate services from multiple agencies, mirroring Indonesia’s PSM concept but with a stronger digital penetration.
- c) Estonia’s e-government system represents the most advanced model, where almost all services are conducted online, supported by a strong digital infrastructure and citizen trust.

Comparative studies suggest that while Indonesia’s PSMs are innovative, they must address the challenges of scalability, infrastructure disparity, and public awareness to reach the level of these international benchmarks.

2.7 Challenges and Critiques in Implementing PSMs

Despite their potential, PSMs face significant challenges.

- a) Institutional fragmentation: Coordination among ministries, local governments, and private actors is often weak, leading to inconsistent standards in waste management.
- b) Human resource limitations: Skilled personnel are required to manage digital platforms and ensure service quality; however, many regions still face shortages.
- c) Digital divide: Citizens with low digital literacy or poor access to Internet infrastructure risk being excluded from PSM benefits.
- d) Sustainability issues: Financial and political support are crucial. Changes in local leadership often disrupt this continuity.

Critics also warn that PSMs may risk becoming symbolic reforms if they prioritize physical infrastructure over systemic transformation (Luzzini, Longoni, DiFrancesco, & Savaget, 2024). Without institutional culture change, PSMs may replicate existing inefficiencies in new forms.

2.8 Synthesis and Research Gap

The reviewed literature consistently supports the notion that PSMs embody the principles of good governance by integrating transparency, accountability, efficiency and responsiveness. The application of the pentahelix model further strengthens collaborative governance, and digital transformation enhances service accessibility.

However, the literature also reveals **some gaps**.

- a) Few empirical studies have measured citizen satisfaction with PSMs across different regions in Indonesia.
- b) There is limited comparative research evaluating Indonesia’s PSMs against international benchmarks.
- c) Most existing studies focus on regulatory frameworks but lack insights into local-level operational challenges.

This gap justifies the present study, which seeks to bridge theoretical discourse with practical implementation analysis and provide recommendations for strengthening PSMs as instruments of good governance.

3. Research Methodology

3.1. Research Design

This study employs a qualitative research design with a focus on a library research (literature review) approach. This design was selected based on the nature of the research problem, which revolves around the conceptual, regulatory, and normative dimensions of good governance and its connection with the establishment of Public Service Malls (PSMs) in Indonesia. Rather than relying on field-based empirical data, this study emphasizes the use of secondary data from academic literature, government policies, and regulatory frameworks. A qualitative design allows the researcher to engage interpretively with texts and documents, seeking to understand the meaning and significance of PSMs as governance

innovations. It also provides flexibility to connect theoretical perspectives on good governance with practical evidence from previous studies and policy implementations across Indonesia.

3.2 Sources of Data

3.2.1 Primary secondary sources

These include legal and policy documents that regulate and guide the establishment and implementation of PSMs in Indonesia, such as

- Law No. 25 of 2009 on Public Service.
- Ministerial Regulation of the Ministry of Administrative and Bureaucratic Reform (Permenpan-RB) No. 23 of 2017 on the Implementation of Public Service Malls (PSMs).
- Ministerial Regulation of the Ministry of Administrative and Bureaucratic Reform No. 4 of 2023 on Public Service Performance Monitoring and Evaluation.

These documents serve as the normative backbone for framing the operationalization of PSMs.

3.2.2 Pure secondary sources

This category includes scholarly publications, books, peer-reviewed journal articles, conference proceedings, and academic reports that provide theoretical insights and empirical findings related to governance, service innovation, and public administration. Examples are:

- Denhardt & Denhardt (2015) on *The New Public Service*.
- Dwiyanto (2021) on good governance and public service reform.
- Tahir (2018) on governance and policymaking.
- More recent studies have focused on digital service integration, citizen participation, and pentahelix collaboration.

In addition, the study consults reports from international organizations such as UNDP (1997), which outlines the global principles of good governance, as well as government reports, think-tank publications, and news articles that provide updated insights into the practice of PSMs in Indonesia.

3.3 Data Collection Procedures

Data collection followed a systematic and structured approach consisting of the following steps:

- a) Identification of relevant literature
Academic databases such as Google Scholar, Scopus, DOAJ, and SINTA were explored to identify relevant studies. The keywords used included *Public Service Mall*, *good governance*, *service innovation*, *pentahelix model*, and *public sector reform*.
- b) Selection and filtering of sources
The literature was filtered based on relevance, publication year (with emphasis on the last ten years), and credibility of the source (peer-reviewed journals, reputable publishers, and official government documents).
- c) Collection of regulatory documents
Legal texts and official policy documents were accessed through the official websites of the Ministry of Administrative and Bureaucratic Reform, the National Public Service Portal, and other government databases.
- d) Compilation and categorization
All gathered materials were organized thematically into categories such as governance principles, integrated service innovation, citizen satisfaction, digital transformation, and multi-stakeholder collaboration.

3.4 Data Analysis Techniques

The analysis was conducted using a **descriptive-analytical method**. The following steps were performed:

- a) **Data reduction:** Raw data from various sources were examined, selected, and simplified to focus on the most relevant aspects of PSMs and good governance.
- b) **Thematic categorization:** The data were grouped into thematic clusters, including the following:
 - Transparency and accountability through public PSMs.
 - Efficiency and effectiveness of service delivery.
 - Responsiveness and inclusiveness of governance practices.

- Synergy of stakeholders in the Pentahelix framework.
- c) **Interpretation:** The categorized data were interpreted by comparing theoretical frameworks, such as UNDP's (1997) governance principles, with empirical realities found in Indonesian public service contexts.
- d) **Synthesis:** The final step integrated insights from the literature and policy analysis into a coherent narrative that explains how PSMs serve as instruments of good governance in Indonesia.

3.5 Ensuring Research Validity

To ensure the validity and reliability of the findings, several strategies were employed.

- a) Triangulation of sources: Data were drawn from diverse sources, including academic literature, government regulations, and institutional reports to provide a comprehensive perspective.
- b) Source criticism: Each source was critically assessed for credibility, author expertise, publication outlet, and methodological rigor.
- c) Cross-checking: Key findings were cross-verified across multiple sources (e.g., confirming policy goals stated in regulations with outcomes reported in the research).
- d) Peer consultation: Preliminary findings were reviewed by fellow academics in the field of public administration to refine the interpretations and avoid bias.

4. Results and Discussions

4.1 Public Service Mall as an Innovation in Service Governance

The MPP is a breakthrough in simplifying the service process through the integration of various service units in one physical and digital location. This innovation addresses the classic weaknesses of bureaucracy, such as complicated services, long waiting times, and lack of procedural certainty. The government's goal in establishing a public service mall is to provide public service through 1 (one) Service Outlet. In addition, to identify the objectives of establishing MPP, the following questions were asked:

1. Provision of facilities, places, and/or service spaces
2. Arrangement and regulation of service patterns in the implementation of the MPP
3. Coordination of the availability of Service Standards for all services in the MPP.
4. Guaranteeing the quality of service in MPP in accordance with Service Standards.
5. Provision of rules and regulations
6. Provision of mechanisms, management, and resolution of public complaints that are integrated or connected to the national public service complaint management system in the implementation of MPP; and
7. Monitoring and evaluation of the implementation of MPP

The objectives of establishing a Public Service Mall are as follows:

1. Integrating services to improve speed, ease, reach, comfort, and security.
2. It increases competitiveness and facilitates business processes.
3. Creating professional, serving, transparent, accountable, efficient, and integrity-based governance.
4. Building economic connectivity between business actors and encouraging economic growth and investment that supports and sides with the community is essential.

4.2 Correlation of MPP with the Principles of Good Governance

Governance is the management of resources and the organization of individuals and groups through social, political, administrative and economic mechanisms (Chien & Thanh, 2022). According to the World Bank, governance includes how political power is used to manage state affairs and economic and social resources for development. Good governance is the competent management of state resources and affairs in an open, transparent, accountable, fair, and responsive manner to the needs of the community. According to Serikbayeva and Abdulla (2022), to achieve good governance, political freedom, protection of individual rights, a stable currency, access to education and health, and government accountability are required. The four main principles of good governance are consensus-oriented, accountable, transparent, and encourage participation. In addition, good governance must follow the rule of law and be responsive, effective, efficient, inclusive, and equitable.

The MPP provides space for the implementation of good governance principles through:

1. Transparency: Service information is openly available and accessible to the public.
2. Accountability: The performance of service units can be evaluated periodically based on clear indicators.
3. Efficiency and Effectiveness: Service integration reduces resource waste and shortens the service process.
4. Responsiveness: The service process is faster in adjusting to community needs.

4.3 MPP Strengthening Strategy through the Pentahelix Approach

The pentahelix model involves five main elements: government, academia, business, society, and media. In the context of MPP, synergy between these elements is needed in the following areas:

1. Planning services based on citizen needs.
2. Socialization and public education through media.
3. Development of digital systems and training of human resources for service.

4.4 Challenges of Implementing MPP

The success of Public Service Malls depends not only on physical facilities but also on the synergy between agencies, technological innovation, and competent human resources. Therefore, support and commitment from all parties, including the central and local governments and the private sector, are needed so that MPP can function optimally and provide maximum benefits to the community.

Some of the challenges that remain are as follows:

1. Digital literacy gap among citizens.
2. There is a lack of coordination between agencies.
3. Limited human resources for services in the regions.

The solutions offered include increasing human resource capacity, integrating information systems, and expanding the function of MPP as a center for public service education.

5. Conclusion

The Public Service Mall is a solution to the challenges of faster, more efficient, and more integrated public services. The MPP makes it easier for the public to access various government and private services in one place, which will ultimately speed up the service process, increase transparency, and reduce complicated bureaucratic practices. The establishment of the MPP is crucial in supporting the vision of bureaucratic reform oriented towards public satisfaction. Through the provision of integrated services, Public Service Malls not only provide benefits for service users but also increase the effectiveness and efficiency of government institutions in carrying out their functions.

The Public Service Mall has proven to be a strategic instrument for strengthening good governance in Indonesia. The presence of MPP increases bureaucratic efficiency, expands service accessibility, and encourages accountability and public participation. The success of MPP is highly dependent on the ability to collaborate between stakeholders through a pentahelix approach. Considering the various advantages offered, accelerating the establishment of Public Service Malls is a strategic step to improve the quality of public services and realize a government that is more responsive to the needs of the community in this modern era.

5.1 Recommendations

1. The central and regional governments need to expand the presence of MPP to all districts/cities with a local needs-based approach.
2. Digitalization of services must be prioritized in the development of MPP.
3. The collaborative pentahelix approach must be formalized as cross-sector partnerships.
4. The educational function of the MPP for the community needs to be strengthened so that the public understands the procedures and their rights in services.

5. The MPP will help overcome various bureaucratic problems that have been obstacles to public services.
6. MPP can play an important role in supporting infrastructure development programs, especially those related to the development of the tourism sector and public facilities. With the integration of services from various agencies in one place, the processing of permits and administration related to infrastructure will be faster and well-coordinated, so that development projects in the area can run more smoothly and according to the target.
7. The MPP will be a long-term solution for improving the quality of public services sustainably.
8. Regional governments must ensure that MPP are designed with attention to the specific needs of the local community and are equipped with competent human resources and adequate infrastructure. Through the MPP, the public will gain easier, faster, and more inclusive access to government services, which will ultimately increase public satisfaction and strengthen public trust in the performance of local governments.
9. Local governments must immediately initiate the process of establishing MPP by involving all stakeholders to ensure their success in providing optimal services to the public.

Acknowledgements

To the Honorable Chairman of the Jagadhita Denpasar Foundation, Rector of Ngurah Rai University, Director of the Postgraduate Program of Ngurah Rai University, Dean of 2Faculty of Political Science and Law, Burapha University, Thailand, Lecturers, and students of the Master of Public Administration Study Program, Postgraduate Program of Ngurah Rai University.

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