

E-SERVICE GOVERNANCE IN LOCAL GOVERNMENT: A MODEL ALTERNATIVE

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Abstract

The implementation of E-Government in local public service has been planned to use Electronic Based Government System (SPBE). The method of research uses a qualitative approach. The 2018-2021 data on SPBE assessment were compared and the local cultural characteristics of the local community were observed. The result of the research showed that the implementation of SPBE in Pamekasan Regency is in an adequate category and still requires improvement, correction, and adjustment in conformity with the local cultural characteristics of the local community. A model called "E-Service Governance in Local Government" is recommended by the current research for solving the issue. This model involves the institutionalization of local cultural values into the governance of local public service with the support of an electronic-based government system.

Keywords: Governance, E-Government, Institutionalization, Local Government, Community, Culture.

INTRODUCTION

Almost all human activities, including those in public administration, nowadays use a digital electronic system. The Internet has touched every activity of government officials especially when the digital system is used to facilitate access, mobilize data, and both provide and deliver public service to the people. Digital systems and utilization of internet networks in public service are two conditions that constitute a concept called E-Service. Any form of government can use E-Service to improve and expedite government service delivered to the people (Griffith & Palmer, 1999). Another name for E-Service is related to E-Government (Alshehri, Drew, Alhussain, & Alghamdi, 2012), which is considered more understandable. E-Government enables the government to produce and deliver public service using information and communication technologies (ICT). This mechanism gives a new way or new opportunity for the government how to serve, how to inform the people or other stakeholders, and how to improve the quality, accountability, and efficiency of public service. Surprisingly, developing

countries, including Indonesia, seem failed, or having limited success, in implementing E-Government. More than 60% of E-Government projects failed to attain the target, with 35% considered as overall failure and 50% perceived as failed to deliver the expected result (Furuholt & Wahid, 2008).

The result of monitoring and evaluation of public information transparency in 2018 indicated that public information transparency is far away from the expectation. Based on the assessment of the percentage of indicators, Indicator Informative is only 3.26% whereas Indicator Towards Informative is only 7.83%. Meanwhile, Indicator Quite Informative and Indicator Less Informative are similarly 11.52%. Ironically, the Indicator Not Informative is 65.87%, which is the highest of all (The Report of Implementation of Public Information Transparency, 2018). Such undesirable results were also caused by a lack of innovative capacity, as confirmed by Irwan Noor in 2019 after analyzing the results of the assessment on public service quality.

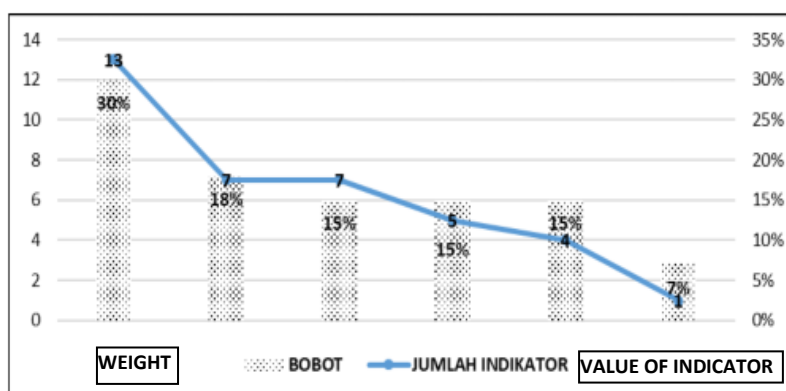


Figure 1: Results of Analysis on Public Service Quality

Source: (Noor, 2019)

In assessing public service quality, Noor (2019) emphasized six indicators, which respectively are political will in both the making and implementation of relevant regulations concerning electronic-based public service, maladministration, evaluation of the performance of both regencies and cities, and finally, public service innovation. The lowest weight of the indicators was found for public service innovation. The results of this assessment are recommended for further studies because the assessment uses two approaches, namely the introvert approach and the extrovert approach, to develop and offer two different perspectives (Noor, 2019). According to Furuholt & Wahid (2008) and Noor (2019), the implementation of E-Government in Indonesia is a failure with a limited and stratified effect starting from the descent of government reputation to the setback of implementation which threatens the effectiveness of public service delivery. Noor (2019) analyzed public service quality from the introvert (internal) side of Government Public Service Agencies, which is measured by organizational policy, organizational facility, information system, and organizational culture, and extrovert (external) side, which is emphasized on the the the the public awareness, public response, user impression, and user loyalty. In line with this position, (Malodia, Dhir, Mishra, & Bhatti, 2021) used the citizen perspective (community/public perspective) in their study on the E-

Government antecedent with emphasis given on several factors such as digital gap, shared understandings, technologies, skilled staffs, and standard operation and procedure (SOP). Another study discerned E-Government also from two lenses. One lens is to understand E-Government through the perspective of the internal environment of public service providers, which concerns the capability (capacity) to deliver public service to the users. The other lens is to understand E-Government through the perspective of the organizational environment which is related to organizational culture and the suitability of technological-based public service and digital communication to the environment of the community, either collectively or individually. In the context of the current research, the delivery of public service through E-Government was promoted under a new name, which is, Electronic Based Government System (SPBE - Sistem Pemerintahan Berbasis Elektronik). Several domains are constituting SPBE, which respectively are policy, governance, service, and managerial (Annur, 2020). However, the implementation of digital-based public service in Indonesia, particularly in Pamekasan Regency, is still far from what supposes to be expected. In other words, the internal environment and community environment in Pamekasan Regency are indeed showing acceptance of digital development and also starting to build digital capacity. But, the problem is that these environments are not yet ready to implement public service through digital equipment and frameworks.

Public service leads to public value. This expression was consistent with Janet V. Denhardt & Robert B. Denhardt who said that one key advantage of public service is to “value citizenship over entrepreneurship”. Conceptually, the key to public service is the behavior of humans in an organization (Denhardt & Denhardt, 2007). Again, Denhardt & Denhardt (2007) explained that public service comprises of few elements such as hierarchy, management, human, group, culture, and democratic administration. Public service cannot be separated from the environment where the service is given and also from the participation of the community in the governing process [(Rahman, 2022); (Basu, 2021); (Sørensen & Vabo, 2020); (Suwaj, 2011)]. Moreover, the institutionalization of value into the internal culture of Government Public Service Agencies and the building of human resource capacity in the Agencies can help minimize the failure effect and improve government performance [(Grindle M. S., 1997); (Grindle M. S., 2010); (Neo & Chen, 2007); (Perry & Hondeghem, 2008); and (Thoenig, 2011)]. The implementation of E-Government in local government relies greatly on citizen trust and local culture because these two factors help shape the characteristics of capability and habit of the government in governing (Henry, 2018). The main point of this statement is on the effect of human presence and the effect of cultural or habitual environment on public service delivery after digital technology is used. Therefore, how to use this digital technology must be adjusted to the local characteristics of the environment where this technology is applied. Several benefits can be obtained from E-Government such as lower cost, faster service timing, more effective and more efficient delivery of service, and higher community satisfaction. These benefits become significant measurers of public service quality [(Doostar, Akbari, & Abbasi, 2013) and (Parasuraman, Zeithaml, & Malhotra, 2005)]. Furthermore, Valarie A. Zeithaml, Leonard L. Berry, and A. Parasuraman asserted that communication process, personnel management, process consequence, role clarity, and role conflict between staff, are factors

influencing the consistency of public service quality (Zeithaml, Berry, & Parasuraman, 1988). Another study found that factors in people's demography, including education, age, income, job, marital status, and gender, also affect public service quality (Kalia, Law, & Arora, 2018). The empirical problem in the current research is focused on two substances, namely the implementation of E-Government and the local cultural characteristics. The method of research is a qualitative approach with secondary data collection and field direct observation on the implementation of E-Government in Pamekasan Regency. The research reviewed and compared the results of SPBE assessment in the last 4 (four) years, and also conducted observation on local cultural characteristics that support the building of organizational capacity and the institutionalization of value to ensure the implementation of digital public service (E-Government).

THEORETICAL REVIEW

E-Government

E-Government is an approach to public service by taking benefit from (by using) information and communication technologies for undertaking government activity. This digital-based approach creates a new opportunity for the government to how to serve, how to inform the people or other stakeholders, and how to improve the quality, accountability, and efficiency of public service (Alshehri, Drew, Alhussain, & Alghamdi, 2012). The use of E-Government in public service is called E-Service, a digitally delivered public service [(Noor, 2019); (Kalia, Law, & Arora, 2018); (Parasuraman, Zeithaml, & Malhotra, 2005); & (Zeithaml, Berry, & Parasuraman, 1988)]. Besides, E-Government can give benefits such as lower cost, faster service timing, more effective and more efficient delivery of service, and higher community satisfaction. All these benefits can be significant and consistent measures for public service quality [(Doostar, Akbari, & Abbasi, 2013); & (Parasuraman, Zeithaml, & Malhotra, 2005)].

The current research understands E-Government through introvert and extrovert approaches. The introvert approach measures a few elements such as organizational policy, organizational facility, information system, and organizational culture, whereas the extrovert approach emphasizes public awareness, public response, user impression, and user loyalty (Noor, 2019). There are so many factors influencing the implementation of E-Government, including digital gap, shared understandings, technologies, skilled staff, and standard operation and procedure (SOP) (Malodia, Dhir, Mishra, & Bhatti, 2021); demographic (Kalia, Law, & Arora, 2018); and communication process, personnel management, process consequence, role clarity and role conflict between staffs (Zeithaml, Berry, & Parasuraman, 1988).

Local Culture

From the perspective of government and institutions, the standing of culture is substantial. According to F.W. Riggs, public administration can still be functional regardless environment because public administration is influencing the environment but also influenced by the environment [(Basu, 2021); (Suwaj, 2011)]. In other words, the change, the replication of this change, and the utilization of change results cannot be done or successful without the clarity

of environmental context. Endogenous development needs always to be based on public demand and environmental context. This position implies that local cultural characteristics represent one important aspect of the work process of government and institutions. As already told by Grindle M. S. (1997), Denhardt & Denhardt (2007), Neo & Chen (2007), Thoenig (2011), (Secco, Pisani, Burlando, & Christoforou, 2015), and (Ansell & Torfing, 2016), social value, including local culture, of the local community is the source of new public value. Local culture is made up of many elements, namely human intelligence, trust, arts, custom, attitude patterns, beliefs, and feelings. These elements underlie, direct, and give meaning to every behavior/action and process of government and institutions. Local culture may take the form of local knowledge, local value, social norm and social network, humans, trust, relationships, information, social agency, local resource, and local leadership. All these forms represent a capital that can support the better implementation of government [(Fuchs, 2006), (Schmidt-Wellenburg, 2006), (Jackson, 2006), & (Anggara, 2018)].

Local Governance

Local governance is a decentralized and fundamental term that implies the implementation of democracy in the local environment by involving the relationship between government and community. Therefore, environment and locality are two important words in local governance [(Santiso, 2002),(Secco, Pisani, Burlando, & Christoforou, 2015), and (Ansell & Torfing, 2016)]. Community participation, equivalence, tolerance, accountability, transparency, free regulation (freedom), fairness, power control/abuse, a bill of rights, a culture of acceptance, human rights, neutrality, and laws, are practical elements that cannot be separated from local governance and also local value characteristics (Klein, Kiranda, & Bafaki, 2011).

Institutionalization

Institutionalization is a dynamic process aimed toward better governance. Several factors are influencing institutionalization, such as social value, local culture, public sector organization, task network, organizational capacity, and human resources. This composition conforms with the concept proposed by M.S. Grindle (1997). The relationship across factors that influence institutionalization is strengthened by two agglutinants. One agglutinant is the laws made by the internal part of organizations or institutions. The other is the compatibility between organizational identity, organizational value, and individual behavior (Perry & Hondeghem, 2008). Institutionalization can only be implemented if the operational materials are available. These materials are form, logic, and value of institutionalization; transmission or socialization; the personal identity of the individuals who undertake institutionalization; the identity of the organization that undertakers represent; and individual behavior.

METHOD

A qualitative approach is used in this research. Documents regarding the results of the assessment on SPBE from 2018 to 2021 were compiled and tabulated. Direct observation was carried out on the target community in Pamekasan Regency to explore and understand local

cultural characteristics. Data analysis was conducted by following analytical steps done by Robert K. Yin (2011).

RESULT & DISCUSSION

Assessment of Electronic Based Government System (SPBE) in Pamekasan Regency

In the interval between 2018 and 2021, Presidential Ordinance No 95 of 2018 on Electronic Based Government System (SPBE) was processed and then validated. The process regarding the development of SPBE is underway. The finish line is targeted in 2025. The development of SPBE had been started in 2018 with three main strategic aspects, respectively SPBE governance, SPBE service, and SPBE human resource. The strategic plans are designed for the national level but the impact is expected to also prevail at a local level. This situation has been illustrated in the scheming plot displaying descriptions about the achievement and finalization of strategic targets.

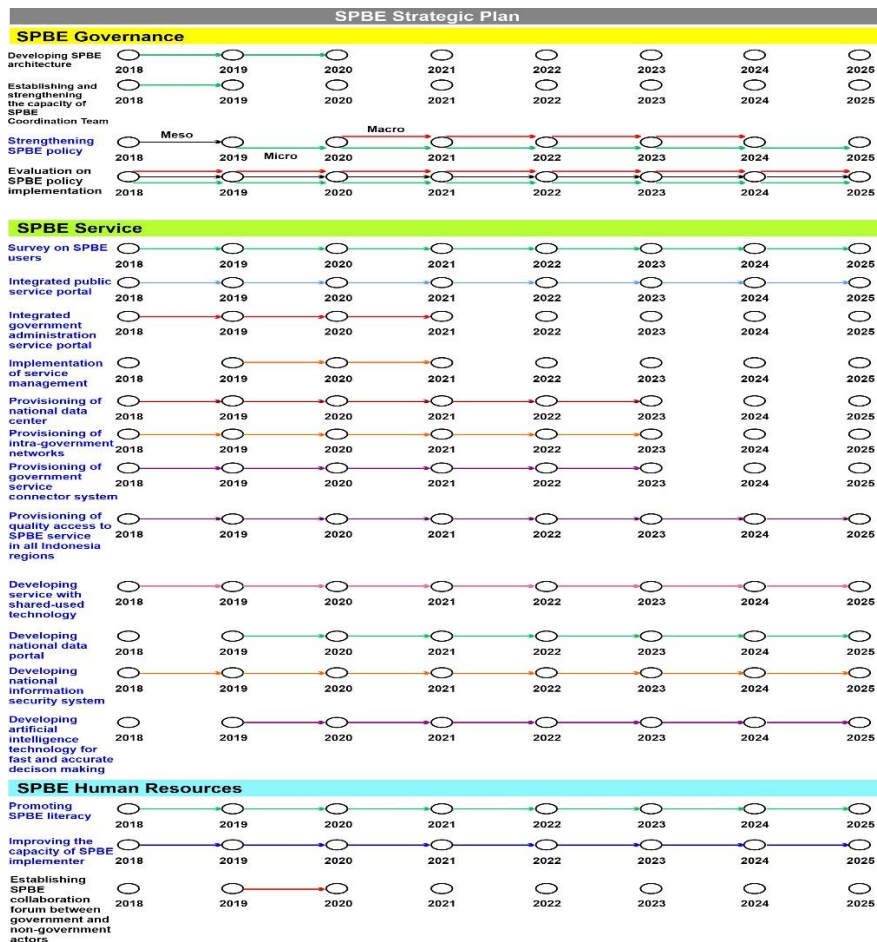


Figure 2: Strategic Plan Scheme of SPBE

Source: Data processing, 2023

As shown by the scheming plot above, the SPBE development plan, either for national or local levels, has been set for 5 years. Three main strategic aspects of SPBE are reviewed every year. Such an annual review is inevitable because the government may decide to make some changes, corrections, and adjustments. This decision represents technical and tactical actions of the government to ensure that SPBE development can be attained comprehensively in 2025. Referring to three main strategic aspects of SPBE, the three aspects constituting SPBE development can be elaborated as follows: (1) strengthening the policies on SPBE governance; (2) ensuring that SPBE service is ready by making certain that service management is conducted, network and connection system are available, information and communication technologies are prepared, a security system is installed, and artificial intelligence technology is already set; and (3) improving literacy to build the capacity of SPBE human resource.

The result of E-Government implementation in Pamekasan Regency is in two categories, precisely adequate and good. Specifically, there are 18 digital services in E-Government in Pamekasan Regency and these are Aplikasi E-Kinerja, E-Surat, JDIH, Aplikasi Kunang-Kunang, Aplikasi LPBJ, Aplikasi PERSADA, Aplikasi SAKERA, Aplikasi SAPK, Aplikasi SimAparatur1, Aplikasi SIMADI, Aplikasi SIMPAD & SIBOCIL, Aplikasi Sempel Mutasi, Aplikasi SIPALAPA, Aplikasi SIPD, SIPP, Sistem Informasi inspektorat, SLIM, and SP4N-Lapor. The assessment of SPBE is divided into 3 domains but in 2021, one domain is added. The first domain is the policy domain which consists of policy on SPBE governance and policy on SPBE service. The second domain is the governance domain which comprises institutionalization, strategy and planning, and information and communication technologies. The third domain is the service domain which is represented by government administration service and public service. In 2021, one domain is added, which is, the domain of SPBE management which consists of the implementation of SPBE management and the audit of information and communication technologies. The results of the assessment on the SPBE Index from 2018 to 2021 are exhibited as follows:

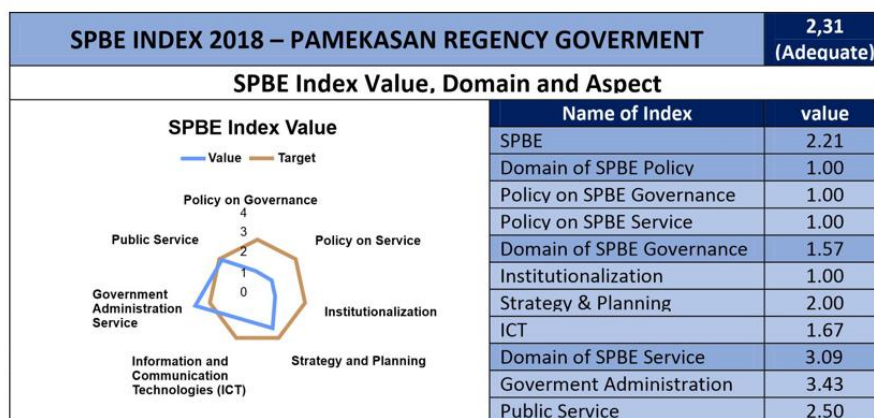


Figure 3: Results of Assessment on SPBE in Pamekasan Regency Per Year 2018

Source: Pamekasan Regency, 2022.

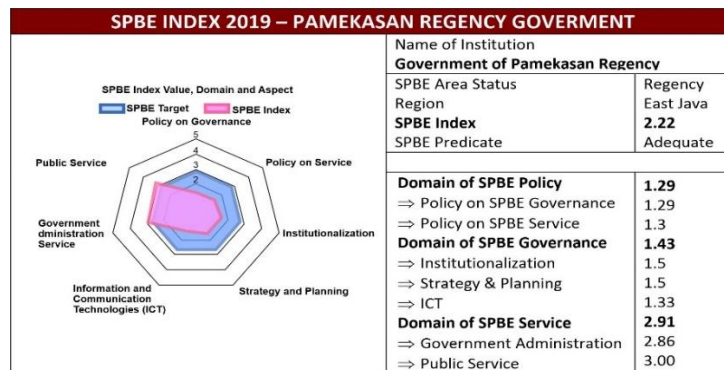


Figure 4: Results of Assessment on SPBE in Pamekasan Regency Per Year 2019

Source: Pamekasan Regency, 2022.

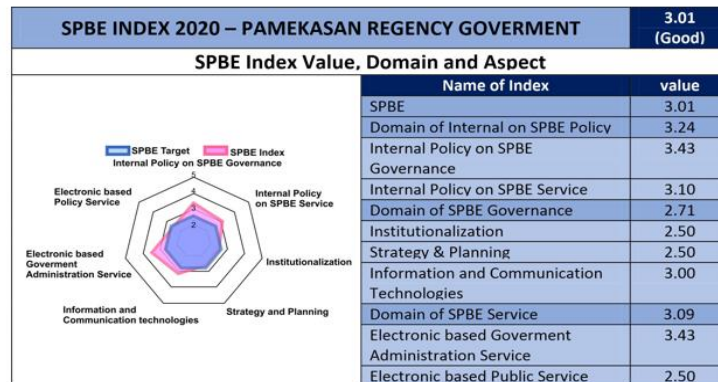


Figure 5: Results of Assessment on SPBE in Pamekasan Regency Per Year 2020

Source: Pamekasan Regency, 2022.

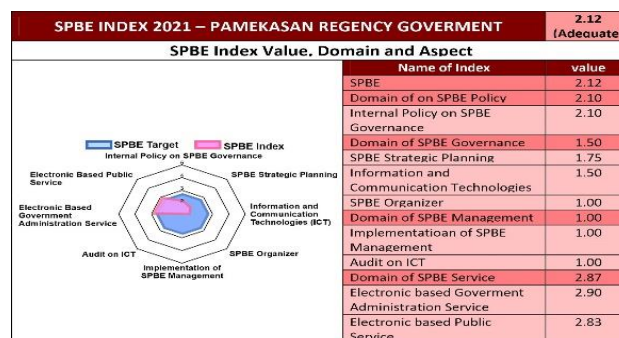


Figure 6: Results of Assessment on SPBE in Pamekasan Regency Per Year 2021

Source: Pamekasan Regency, 2022.

Based on the contents in Figure 3-6, each year shows a different category for SPBE Index. In 2018, SPBE Index was in the “adequate” category. The same category was also found in 2019.

The category of “good” for the SPBE Index was achieved in 2020. After tabulation, the results indicate that SPBE Index in the last four years is quite dynamic.

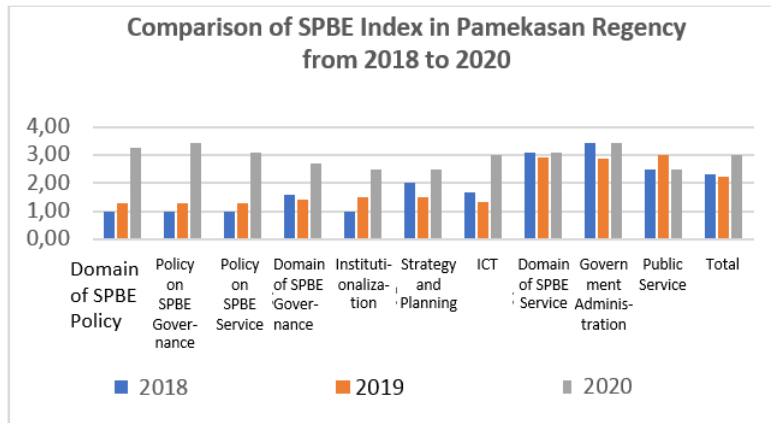


Figure 7: Comparison of the SPBE Index from 2018 to 2020

Source: Data processing, 2023

Corresponding to the contents of the graphic above, almost all factorial indicators do not exceed Point 3. The indicators that reach beyond Point 3 are government administration in 2018 and 2020 and public service in 2019. Interestingly, these indicators are similar in the domain of SPBE service. By accumulation, the situation remains the same because almost all accumulations of SPBE Index indicators do not exceed Point 3. The highest accumulation rate is gotten by a domain of policy in 2020 and by a domain of service in 2018 and 2020. Meanwhile, the remaining is below Point 3.

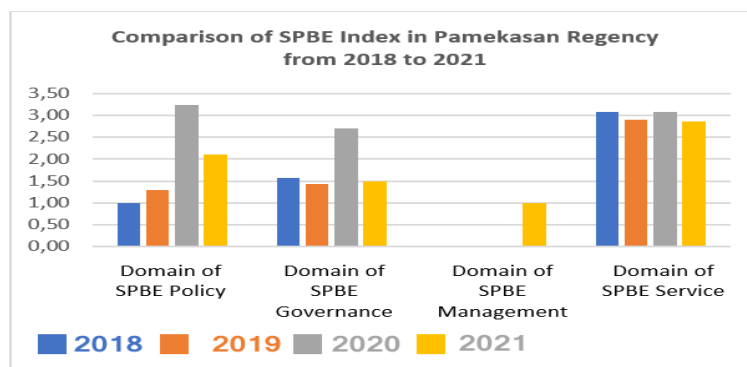


Figure 8: Comparison of the SPBE Index from 2018 to 2021

Source: Data processing, 2023

Furthermore, indicators used for SPBE assessment have been changed. The first domain is a domain of SPBE policy comprising internal policy regarding SPBE governance. The second domain is a domain of SPBE governance consisting of SPBE strategic planning and information and communication technologies (ICT). The third domain is a domain of SPBE

management represented by SPBE management implementation and ICT audit. The final domain is a domain of SPBE service indicated by electronic-based government administration service and electronic-based public service. According to the results of the assessment, the implementation of SPBE in Pamekasan Regency is declining from good to adequate.

Local Culture in Pamekasan Regency

Community culture in Pamekasan Regency is characterized by ethnicity, arts, trust, and custom. The community (population) of Pamekasan Regency identifies itself as ‘Oreng Madhureh’. The geographic position of Pamekasan Regency is surrounded by the sea which makes the air temperature of the area tended to be hot. The land contour is dominated by dry limestone. In the majority, the community of Pamekasan Regency is moslem with strong piety. A lot of Moslem Boarding Schools (Pondok Pesantren) are built in Pamekasan Regency and Islam-related activities or events are often held in these schools. The teachings of Moslem Boarding Schools have greatly influenced the life of the community because the Schools do not only teach academic lessons but also social relationships and empathy to the lower class. Local arts in Pamekasan Regency are diverse but the marker is given by Kerapan Sapeh, Sapeh Sono’, and Tari Topeng Gethak. The personality of the community in Pamekasan Regency is described as hard but resolute, brave, ambitious, with high self-esteem, strong in kinship, and eager to treat a guest like a king. Other personal characteristics of Pamekasan community include thrifty, discipline, and diligence. Moreover, Pamekasan community is quite familiar with the expression “lebbi bagus pote tollang, atembang pote mata” which means better die (white of bone) than a shame (white of the eye). Another community value is also found in the logo of the Pamekasan Regency Government. The script in the logo is “madu ganda mangesti tunggal-mekkas jatna paksa jenneng dibi”, which means that the fragrant Madura has helped Indonesia to attain its unification through their capacity and with the support of the community. Besides, there is also the expression “Rajjha, Bhajjra tor Parjhugha” which means big and mutualism, or huge prosperity to be enjoyed together.

RECOMMENDATION

In the context of Pamekasan Regency, the delivery of public service to the internal organizations in the government or the community (through SPBE) is in an adequate category. This situation signifies that digital development in public service still needs improvement, correction, and adjustment, especially on three targets, namely service governance, organizational capacity, and human resource. If these targets are followed-up successfully, then the local community may feel the effect of new development and also feel certain that electronic-based public service (SPBE) will be successful. Under the perspectives of local governance and local culture, the capacity and governance of SPBE can be improved through the institutionalization of local values into the internal culture of the organization. The expectation is that this institutionalization will create the culture, behavior, and loyalty needed by SPBE implementers during their operation. In addition, institutionalization also deeply influences the culture, behavior, and loyalty of the community. Somehow, there should be a balance between a service provider (Government Public Service Agencies or SPBE

implementers) and a service receiver (the community). Taking into consideration of analysis results and field observation, the current research proposes a model called “e-service governance in local government”. This model is depicted as follows:

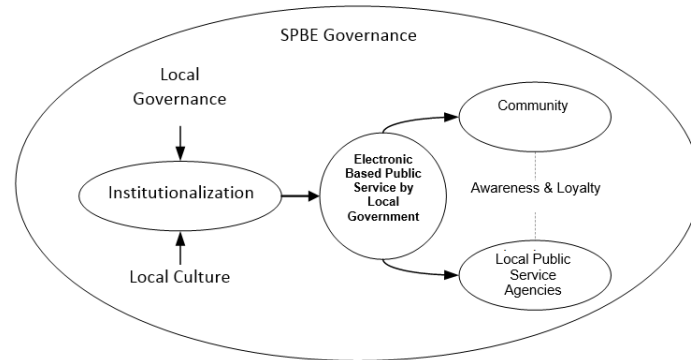


Figure 9: E-Service Governance in Local Government

Overall, the model above depicts the relevance between process, condition, result, and impact of electronic-based public service on awareness and loyalty of local public service providers and the community. Electronic-based public service by local government is underlined by institutionalization. Any improvement, correction, and adjustment in electronic-based public service can only occur dynamically because of institutionalization. Although local governance is fundamental the effect is less strong than in a local culture that contains a value, norms, knowledge, and trust. The effect of local culture can determine the shape of local public service organizations, assure the compatibility of identity, and strengthen the internal values of local public service organizations. Later, the transmission process will balance and enforce the compatibility between organizational culture and community culture. This transmission process is the internalization of local cultural values into the culture of local public service organizations, which then initiates the creation of new endogenous culture or new social values in both organizational and community environments. On the other hand, the institutionalization process acculturates the previous value and the new value to become a capital that can be used by the local government to manage the characteristics of behavior, personality, motivation, and action of public service providers. Over time, institutionalization will strengthen the internal management of public service organizations, assure the compatibility between capacity and technology, and stimulate learning dynamically. In the end, institutionalization helps the local government to deliver electronic-based public service in decent and proper ways. The impact of this capability to deliver electronic-based public service is the creation of new culture or new social value (through public innovation), namely awareness and loyalty. This value must be respected and adopted by both public service providers and the community.

CONCLUSION

E-service governance done by Pamekasan Regency Government is still far from the expectation. This situation is understandable because the policy, service management, and human resource are just at the start line and the development is still underway. Such a position

is affected by several factors including the incompatibility between digital technology and local cultural characteristics, the limited organizational capacity, and the unavailability of human resources. Dealing with this issue, an alternative model is proposed by the current research, which is called “E-Service Governance in Local Government”. This model contains institutionalization, a process that acculturates local culture with the internal culture of local public service organizations. Digital technology facilitates local development because this instrument helps the local government to deliver electronic-based public service to the community in a remote area.

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