

## **Implementation of SPBE Policy in Employment Services in Bogor City**

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### **Abstract**

The Government of Indonesia encourages the digital transformation of governance through the Electronic-Based Government System (SPBE) policy, as stipulated in Presidential Regulation Number 95 of 2018. One of the main challenges is ensuring that the implementation of SPBE in the public service sector operates effectively, efficiently, and accountably. This study aims to analyze the implementation of SPBE in employment services in Bogor City, as well as to assess the effectiveness of digital systems in supporting public services. The method used is a qualitative approach involving literature study, document analysis, and evaluation of the applied digital system. The results show that the Bogor City Government has developed an information system called BogorKerja, which provides a job vacancy portal, an online job seeker card (AK1) creation service, and integration with the national platform KarirHub. In addition, the City of Bogor launched Bogor Single Window (BSW) as an integrated super-application that facilitates various public services under a single user account. This implementation is supported by the Manpower Office, which is tasked with verifying data, facilitating hybrid job fairs, and establishing cross-agency collaboration. However, challenges such as system integration, human resource capacity, ICT infrastructure, and socialization to the community still need to be addressed. The implications of this study indicate that the digitization of employment services through SPBE has increased efficiency and accessibility; however, sustaining the implementation requires strengthening human resource capacity, infrastructure, and enhancing community adoption so that the goals of the national SPBE can be optimally achieved.

**Keywords:** Policy Implementation, Manpower Services, *e-government*, Digital transformation.

## **INTRODUCTION**

The industrial revolution 4.0 and advances in information technology have encouraged the government to transform public service governance towards a digital system. In Indonesia, this transformation direction is institutionalized through the Electronic-Based Government System (SPBE) policy regulated in Presidential Regulation Number 95 of 2018. The national SPBE policy was born from the need to build a government that is clean, effective, transparent, accountable, and able to provide quality and reliable public services (Andersson, Hallin, & Ivory, 2021; Abdullah & Rahman, 2016; Digital.gov, 2024; Twizeyimana & Andersson, 2019; Sabani, Deng, & Thai, 2019).

SPBE is defined as the implementation of government by utilizing information and communication technology (ICT) in providing services to users. Thus, SPBE is an innovation in governance that aims to improve service effectiveness through optimizing the use of ICT. The implementation of SPBE

is expected to be able to strengthen integration between government agencies, integrate various service applications, and remove information silos in order to achieve efficiency and ease of access for the public (Al-Azizi, Al-Badi, & Al-Zrafi, 2018; Firdaus et al., 2016; Gouscos, Laskaridis, Lioulis, & Mentzas, 2002; Liu & Yuan, 2024; Mobile ID World, 2024).

The employment sector is one of the strategic public service sectors to be pushed towards digitalization. Employment services at the regional level include, among others, the provision of labor market information, labor placement, the issuance of job seeker cards (AK1 or yellow cards), employment-related licensing such as licensing the use of foreign workers or the establishment of employment complaint service training institutions, as well as the implementation of training programs and the provision of job opportunities.

Conventionally, most of these services are done manually, which has an impact on low effectiveness and transparency. Through the implementation of SPBE, it is hoped that employment services can be integrated in a web-based system or application, thereby facilitating interaction between job seekers, business actors, and the government. The central government itself has developed integrated platforms in the field of employment, such as the Employment Information System (Sisnaker) and KarirHub for online job market services. The success of the implementation of SPBE in this sector is highly dependent on the synergy between the system developed at the central level and its implementation at the regional level.

Bogor City is one of the urban local governments that shows a strong commitment to the implementation of the Electronic-Based Government System (SPBE). With its position as a buffer city of the capital city and a sizable number of workforces, the digitalization of employment services has high strategic value. The Bogor City Government has initiated various digital transformation programs, one of which has won the title of "Very Good" in the evaluation of the national SPBE index in 2024, with a score of 4.08 out of 5. In 2023, the City of Bogor will also launch the Bogor Single Window (BSW) super-app which integrates 144 public service applications into one integrated portal. This initiative reflects the seriousness of local governments in realizing the integration of services across sectors, including employment services, in line with the principles and objectives of the SPBE policy.

However, policy implementation does not always go smoothly. An in-depth study is needed on how national SPBE policies are translated in specific local and sector-specific contexts. This research focuses on the implementation of SPBE policies in employment services in Bogor City. The questions raised include: (1) How does the Bogor City Government implement SPBE in employment services, including employment information systems, labor licensing services, and the use of digital platforms? (2) What are the challenges faced, and innovations carried out, and what is the role of the Bogor City Manpower Office in the process?

The implementation of e-government in Indonesia has started since the issuance of Presidential Instruction Number 3 of 2003 concerning National Policies and Strategies for the Development of E-Government. This development reached an important point with the issuance of Presidential Regulation Number 95 of 2018 concerning the Electronic-Based Government System (SPBE) which is the latest national guideline. The regulation stipulates that the purpose of SPBE is to improve the integration of government systems and applications to support clean, effective, transparent, and accountable governance, as well as to provide quality and reliable public services.

The Electronic-Based Government System (SPBE) consists of a number of main components, including SPBE governance and management, SPBE services, SPBE architecture, information and communication technology (ICT) infrastructure, applications, information security, and ICT audits. Every government agency, both at the central and regional levels, is required to prepare an SPBE architecture and SPBE plan map that is in line with the national SPBE architecture. This provision aims to ensure standardization and interoperability between systems at the central and regional levels. Through SPBE, it is hoped that services that were previously fragmented in various agencies can be integrated comprehensively. SPBE services themselves are defined as the result of one or several application functions that provide benefit value for users, so the main orientation is on the usefulness of services for the community (user centric).

Various studies have identified key factors for the successful implementation of the Electronic-Based Government System (SPBE) in the regions. Nugraha (2018) stated that the success of e-government is influenced by leadership support, infrastructure availability, adequate regulatory framework, user participation, and human resource capacity. Indrajit (2006), through the theoretical framework of e-government implementation, also emphasized that human resource readiness, simplification of business processes, and budget adequacy are the main prerequisites.

A case study of SPBE implementation in Sijunjung Regency by Wahyudi & Putri (2024) revealed a number of common obstacles, including: the development of applications between regional apparatus organizations (OPD) that have not been integrated because they are still carried out separately without coordination with the Communication and Information Service; network infrastructure limitations with the existence of blank spots internet in certain regions; the need to improve the competence of ICT operators through training; there is no regional regulation that specifically regulates SPBE; the limitations of experts in the field of information technology within the agency; as well as limited APBD budget constraints.

Electronic-Based Employment Services for public services in the field of employment include various aspects, including the issuance of job seeker cards (AK1), dissemination of job vacancy information, job matching between job seekers and companies, implementation of training and job certification,

placement of domestic and foreign workers, licensing of employment institutions (such as permits of labor distribution companies and recommendations for the use of foreign labor/TKA), labor supervision, and handling complaints related to industrial relations.

The digitization of these services is in line with the principles of the Electronic-Based Government System (SPBE) which aims to facilitate access and improve service efficiency. The Ministry of Manpower stated that the implementation of the online Employment Information System allows the public to access job vacancy information, register for training and certifications, take advantage of job expansion programs, and report employment conditions more practically. One example is the Ministry of Manpower's KarirHub platform which provides an online national job fair, as well as the online Mandatory Employment Report (WLKP) service which facilitates the reporting of employment data by companies through the internet.

Research by Muliawaty & Hendryawan (2020) shows that the implementation of e-government in public services such as the establishment of Public Service Malls (MPP) and online service portals can increase public satisfaction through faster and more transparent services, as seen in the case study of MPP Sumedang. These findings are relevant for employment services that have a high volume of applicants, such as job seekers and users of job market information, so they require digital innovation to avoid long queues and complex bureaucracy.

In this context, regional innovations in electronic-based employment services include: the creation of regional job seeker applications/portals, integration of data from the central government (so that local job seekers are also connected to the national job market), the implementation of virtual or hybrid job fairs, the use of social media and chatbots for career information, as well as an online queue system for administrative services at the labor office. The Bogor City Directorate, as a case study, has developed these various innovations, which will be discussed further in the results and discussion section.

This study aims to analyze the implementation of the Electronic-Based Government System (SPBE) policy in employment services in Bogor City, including the development of employment information systems, digitization of labor licensing services, and integration with central platforms and regional super-applications. Another goal is to identify the challenges faced by local governments in digital transformation, the innovations implemented, and the role of the Bogor City Manpower Office in improving the effectiveness, transparency, and quality of services for the community. The benefits of this research are to provide empirical information for policymakers and public service managers regarding best practices for SPBE implementation, encourage the optimization of the use of information and communication technology for employment services, and become a reference for other regions in designing digitalization strategies that are in line with national policies. This

research is also expected to contribute to increasing the capacity of human resources of the apparatus, integrating cross-sector systems, and expanding access to services for the community so that efficiency and ease of interaction between job seekers, business actors, and the government are achieved.

## **RESEARCH METHOD**

This study used a qualitative approach with literature study methods and documentation analysis. Data and information were collected from credible secondary sources, including government policy documents (Presidential Decree No. 95/2018 concerning SPBE, regulations related to employment services), official reports, government websites (e.g., portals of the Bogor City Manpower Office and the Ministry of Manpower), academic journal articles, and news from trusted online media (e.g., ANTARA News). The data collection technique was carried out by searching the literature through search engines and direct access to the websites of related agencies. Any important information was verified by searching for official sources or supporting scientific studies.

Data analysis was conducted in a descriptive-qualitative manner. First, the researcher conducted a policy review by examining the content of Presidential Regulation 95/2018 to understand the national SPBE framework. Second, a content analysis was carried out on the documentation of SPBE implementation in Bogor City, especially in the employment sector, including the features of existing digital services, their operational mechanisms, and reported achievements. The information was then organized into categories according to the focus of the research: (1) national SPBE policies, (2) regional employment information systems, (3) electronic labor licensing services, (4) the use of integrated digital platforms, (5) challenges and innovations, and (6) the role of the Manpower Office.

Source triangulation was carried out by comparing findings from various references. For example, data from official government websites was verified with media news or academic studies to ensure consistency. Because this study was qualitative, conclusions were drawn through logical inference from existing findings, without statistical tests. The limitations of this study included the absence of direct interviews with relevant officials, so the analysis was entirely dependent on available secondary data. However, maximum efforts were made to use the latest and relevant sources (2018–2025 period) to reflect the current conditions of SPBE implementation in Bogor City.

## **RESULTS AND DISCUSSION**

### **Implementation of SPBE by the Bogor City Government in Manpower Services**

As a follow-up to the national policy, the Bogor City Government has implemented SPBE in various fields, including the employment sector. The

Bogor City Manpower Office plays a role as the main implementer of digital innovation in this field, with the support of the Communication and Information Service (Diskominfo) in terms of infrastructure and integration. The following are findings related to the implementation of SPBE in employment services in Bogor City:

### ***Employment Information System "BogorKerja"***

One of the real implementations of SPBE in the Bogor City employment sector is the operation of the *BogorKerja* ([bogorkerja.kotabogor.go.id](http://bogorkerja.kotabogor.go.id)) portal. This web-based platform was developed by the Bogor City Manpower Office as a center for information and employment services. Based on the official information on the website, *BogorKerja* is a portal that provides information about job vacancies managed by the Bogor City Government Manpower Office. Through this portal, job seekers can access the list of vacancies uploaded by companies that have been verified by the Manpower Office. With this mechanism, *BogorKerja* plays a role like a *trusted local job board*, because the validity of each vacancy information has been ensured by the relevant agencies.

The *BogorKerja portal* provides various interactive service features for registered users. Job seekers can create an account and access a number of facilities, such as making a Yellow Card/AK1 online, preparing a digital profile and *curriculum vitae* (CV), applying for jobs online to companies, registering for *job fair activities*, participating in training programs, registering for the school's Special Job Exchange (BKK) service, and participating in career webinars.

These features reflect the complete digitalization of processes that were previously done manually. For example, the creation of AK1, which used to require applicants to come directly to the Manpower Office office by bringing physical documents, now most of the stages can be done through the portal. Users only need to fill in the data and upload the required documents to the *BogorKerja account*, then the system will process the registration.

The online creation of AK1 is equipped with an *e-ticketing* mechanism for card collection. After the data is verified, job seekers can create an *e-ticket* containing the arrival schedule, so that physical card collection can be done at the Manpower Office office or Public Service Mall (MPP) on a predetermined day. This *e-ticketing* innovation reduces queue buildup, as each applicant receives a specific service time slot. From the Manpower Office's side, this system also makes it easier to manage queues and manage daily services.

The *BogorKerja portal* also provides a special *e-Ticket* service for various other needs at the Manpower Office. Through the *e-Tiket* page, people can schedule visits online for purposes such as consultation services, complaint submission, and other services. In addition, the Bogor City Manpower Office provides consultation and assistance facilities through the *chat feature* and integration with the *BogorKerja Support WhatsApp* group. This initiative

reflects the use of popular digital platforms, such as WhatsApp, as a means to bring government services closer to the public.

For companies, *the BogorKerja* portal provides a BogorKerja-HR *module* that allows companies to register accounts and manage job vacancies and incoming applications. Any company that wants to publish a vacancy is required to go through a verification process by the Manpower Office, so only authorized entities can participate.

Other features, such as *the Hybrid Job Fair*, show the adaptability of the Manpower Office in organizing job fairs both online and offline. During the COVID-19 pandemic, *job fairs* were held virtually, with the portal providing registration facilities for companies and online *job fair* tickets for job seekers. After the situation returned to normal, *the hybrid model* was implemented, namely registration and initial selection were carried out online, while face-to-face meetings were arranged according to the applicable protocols. This approach improves efficiency while expanding the range of services.

The existence of *the BogorKerja information system* is in line with the main principles of SPBE, namely service integration and ease of access. Through one portal, job seekers can meet various needs, ranging from finding job vacancies, taking care of AK1 documents, to registering for training programs. This portal is also integrated with the national system through the "SIAPKERJA Locker" menu which displays job vacancies from the *Ministry of Manpower's KarirHub* portal. Thus, *BogorKerja* users can access national-scale vacancy information without having to leave the platform, which is directly linked to *karirhub.kemnaker*.

This integration reflects the vertical interconnectedness between the regional and central systems, while preventing duplication of applications. In addition, on the *BogorKerja dashboard*, there is a "Mandatory Report" link that leads to the Ministry of Manpower's Mandatory Reporting system. This feature makes it easier for companies in Bogor City to report their labor online in accordance with the provisions of the law, with data that can be accessed by the local Manpower Office.

From a benefit perspective, the existence of *BogorKerja* has contributed to increasing transparency and expanding the reach of employment services. Data as of November 2023 recorded tens of thousands of job seekers registered in the system, with the number of candidates recorded reaching 49,538 on the portal's main page. This figure reflects the high enthusiasm of the public in utilizing this digital platform. In addition, the Manpower Office can utilize data stored in *BogorKerja* such as job seeker profiles, vacancy statistics, and placement data as material for real-time regional job market analysis. This approach provides significant added value compared to conventional methods that previously relied on manual recording.

### ***Electronic Licensing and Manpower Administration Services***

The implementation of SPBE in Bogor City is also reflected in the digitization of various licensing and administrative services in the field of employment. Although certain permits, such as the Permit to Employ Foreign Workers (IMTA), are currently processed through a centralized system (*Online Single Submission* and the Ministry of Manpower platform), the Bogor City Manpower Office still plays a role in providing recommendations and supervising. The process of recommending or collecting data on foreign workers is likely to be carried out through digital coordination with the West Java Provincial Government.

In addition, a number of other licensing and registration services at the Directorate have been integrated into the digital portal. Examples are the registration of Job Training Institutions (LPK) and the registration of Special Job Exchanges (BKK) at the school level. The *BogorKerja portal* even provides a special menu for LPKs to register online and for schools/BKK for online registration. This is related to the operational licensing of private LPK and the registration of school BKK (a unit in vocational schools that helps distribute graduates to the world of work). With this mechanism, the process that was once manual (LPK comes to the agency to apply for a permit, BKK sends an application letter) is now simplified through online forms. The Directorate then verifies and stores the institution's data in the database.

The AK1 Card service that has been discussed earlier can be categorized as a semi-licensing service, namely the issuance of official documents, which has now been digitized. Job seekers only need to apply through the application and only need to come once to pick up the card. The Bogor City Manpower Office even opened an AK1 service counter at the Grha Tiyasa Public Service Mall (MPP), utilizing the concept of one-stop integrated services to bring service access closer to the community. The integration of AK1 services with MPP is in line with the SPBE principle, considering that MPPs are generally equipped with a queue and *electronic monitoring* system connected to *the command center*. MPP officers can directly access *the AK1* e-ticket generated through *BogorKerja* to serve applicants, which shows the interoperability between service systems.

In the aspect of labor supervision, Bogor City implements a system that is integrated with mechanisms at the provincial and central levels. For example, company reporting related to the fulfillment of employment normative provisions—such as wages and social security—is carried out through the online Mandatory Corporate Employment Report (WLKP) service, the link of which is available on the *BogorKerja* portal. The Manpower Office only needs to monitor through *the dashboard* that has been provided. In addition, the handling of labor complaints and industrial relations disputes has begun to be directed through digital channels, such as the Complaint Reporting Application System (SAPPA) available on the portal. SAPPA is allegedly a platform used to report cases of harassment or problems in the workplace developed by the Ministry of Women's Empowerment and

Child Protection (Kemen PPPA). The inclusion of this service in the portal menu shows the commitment of the Bogor City Manpower Office to the integration of employment complaint services in one coordinated system.

Through these various initiatives, administrative services and licensing in the field of employment in Bogor City are now increasingly standardized and documented electronically. Service turnaround times can be shortened, for example the issuance of AK1 which previously had the potential to take hours due to queues, can now be completed in one scheduled visit. The public also gains certainty of service, because the system displays the requirements and process flows clearly and transparently.

#### ***Utilization of Integrated Digital Platform (Super-App Bogor Single Window)***

The city of Bogor has made a breakthrough in cross-service integration through the launch of *Bogor Single Window* (BSW). BSW is a *super-app* that consolidates various public service applications and internal systems of state civil servants (ASN) into one unified platform. Launched in October 2023 by Mayor Bima Arya, BSW is supported by an integrated database and *smart city framework*.

The main concept is to provide one application or portal that allows the public to access all digital services in Bogor City. BSW has a special module for the public and civil servants, which can be accessed through *mobile* and *web* versions. Through this platform, residents can perform various services, such as checking UN bills, applying for the Regional Health Insurance (Jamkesda) program, tracking the status of administrative services, and accessing other city information. The advantage of BSW lies in the use of one account (*single login*) for all services, so that the interaction between citizens and the government becomes more practical, efficient, and integrated (Dhir, Kaur, & Mishra, 2021; Mergel, Edelman, & Haug, 2019; Ripani, Fuenzalida, Suárez, & Salas, 2021; Tangi, Janssen, Benedetti, & Noci, 2021).

Employment services in Bogor City are also part of the BSW ecosystem. The *BogorKerja* portal that has been described earlier is likely to have been or will be integrated into the Public BSW module. Thus, users only need to *log in* to BSW to access *the BogorKerja* feature without having to create a separate account. If this integration is fully implemented, it will be in line with the principle of "One Data, One Portal" in the SPBE policy.

Until the end of 2024, it is reported that BSW will accommodate 144 applications that were previously managed separately by various regional apparatus organizations (OPDs). This kind of integration makes the slogan "Bogor Towards Digital" not just jargon, but reality, where the people of Bogor City can enjoy *digital one-stop service*. As an illustration, a job seeker who also wants to take care of micro, small, and medium enterprises (MSMEs) licensing and pay regional taxes can use BSW without the need to move to various separate applications.

The use of the BSW digital platform is one of the important innovations, but its success requires the implementation of *effective change management*. The Mayor of Bogor at the time, Bima Arya, emphasized that the launch of the application was only the initial stage, while the sustainability of the system was highly dependent on the commitment of the leadership and the consistency of the culture of its use. He emphasized that no matter how sophisticated an application is, it will not provide benefits if it is not used by the community and is not managed continuously by the government. The statement underscores potential challenges in the unified platform adoption process, where people who have become accustomed to previous applications need to be directed to switch to using BSW. In addition, every regional apparatus organization (OPD) is required to ensure that the content of its services is always updated on the platform. For the Manpower Office, this includes an obligation to keep job vacancy information, training schedules, job seeker data, and other related services within the BSW ecosystem relevant and useful for users (Asianto, Fatonah, Firmansyah, & Akbar, 2023; Maghfiroh & Kurniawan, 2024; Rozas & Khalid, 2022; Yulianto, Hakim, Noor, & Suryadi, 2023; Zhafrani, Budiardjo, & Mahatma, 2024).

In general, the implementation of SPBE in employment services in Bogor City through BogorKerja and BSW has provided a vertical-horizontal integration model. Vertical means connected to the national system (KarirHub, WLKP), horizontal means between regional services under one roof (BSW). This is in line with the direction of the SPBE policy to avoid duplication of similar applications in different agencies

### **CONCLUSION**

The implementation of the SPBE policy in the employment service sector in Bogor City has demonstrated significant effectiveness and progress, aligned with Presidential Regulation Number 95 of 2018, which underpins government digitalization efforts to enhance integration and quality of public services. The Bogor City Government responded by developing the BogorKerja portal as a comprehensive employment information system, digitizing administrative services such as online AK1 issuance with an e-ticket system, online registration for Job Training Institutions (LPK) and Special Job Exchanges (BKK), and integrating with national platforms like KarirHub and WLKP. This was further supported by the Bogor Single Window (BSW) super-app, offering integrated service access. The Bogor City Manpower Office played a pivotal role as both technical implementer and innovation initiator, ensuring optimal functionality and community adoption of these electronic employment services. The initiative has yielded clear benefits, including improved accessibility to job vacancy information, streamlined document processes, greater service transparency, and real-time data availability to support evidence-based policymaking, contributing to an

improved Bogor City SPBE index reflecting digital governance advancement. For future research, it is suggested that studies focus on the long-term impact of SPBE on employment outcomes, strategies to further enhance human resource capacity, community outreach effectiveness, and methods to optimize cross-system integration to ensure the sustainability, inclusivity, and adaptability of digital employment services to community needs.

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