

Effectiveness of Public Service at the Sukabumi City Public Service Mall (MPP) Using Duncan's Framework

Putri Awalia Zahra¹, Ike Rachmawati², and Tuah Nur³

¹²³Department of Public Administration, University of Muhammadiyah Sukabumi, Indonesia

*Corresponding author: putriawalia208@gmail.com

ABSTRACT

The Public Service Mall (MPP) is an innovative initiative by the Indonesian government to streamline and improve the accessibility of public services through centralized, integrated service delivery. While prior studies have examined MPP implementation in larger or more developed urban areas, there is limited research focusing on mid-sized cities like Sukabumi—especially in applying Duncan's effectiveness framework as interpreted by Steers. This study addresses that gap by analyzing the effectiveness of public service delivery at the Sukabumi City MPP through three dimensions: goal achievement, integration, and adaptation. Sukabumi was selected as a case study due to its relatively recent adoption of the MPP model and the pressing challenges it faces in public service coordination. Using a descriptive qualitative approach, data were collected via interviews, observations, and documentation from seven purposively selected informants. The findings reveal critical service delivery issues, including inconsistent staff presence, inadequate socialization strategies, and unequal personnel distribution, all of which hinder the realization of integrated service goals. Despite some strengths in inter-agency communication and inclusive infrastructure, the MPP's operational effectiveness remains suboptimal. These results have theoretical significance in evaluating public service models in second-tier cities and offer practical policy insights for improving human resource management, communication outreach, and service consistency in public service reforms.

Keywords: *Public Service Effectiveness, Duncan's Effectiveness Theory, Public Service Mall, Sukabumi City*

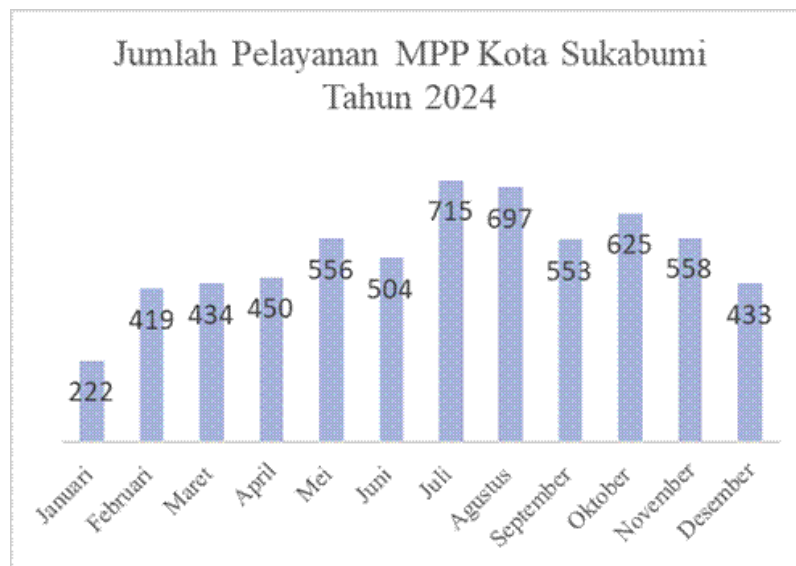
1. INTRODUCTION

Public services are a fundamental component of government administration because they serve as a means of fulfilling the basic needs of the community. According to Prabawati and Meirinawati (2015), public services are a form of service provided by government officials in the public sector to meet the needs of the community. This aligns with the mandate of *Undang-Undang No. 25 Tahun 2009* on Public Services, which emphasizes the state's duty to provide quality, fair, and transparent services. The primary objective is to ensure services align with community expectations (Rachmawati, 2018). As a response to fragmented and often inefficient service delivery, the Indonesian government introduced a significant policy innovation through *Permen PAN & RB No. 23 Tahun 2017* on the Implementation of Public Service Malls (MPP). This initiative is part of the third wave of public service reform, following earlier models like the Integrated One-Roof Service (PTSA) and One-Door Integrated Service (PTSP). MPPs aim to consolidate multiple services under one roof to improve accessibility, efficiency, and citizen satisfaction (Kurniati et al., 2015). In Sukabumi

City, the MPP was officially launched in 2021 by the Investment and One-Stop Integrated Services Office (DPMPTSP), integrating services from 23 different agencies. Despite this, its implementation has revealed several challenges, including inconsistency in agency attendance, limited public awareness, and an unequal distribution of service personnel.

While existing research has explored MPP implementation in areas such as South Tangerang and Jepara, there remains a gap in understanding how mid-sized cities like Sukabumi experience and navigate these reforms. Moreover, few studies have applied Duncan's effectiveness model as formulated in Steers to evaluate MPP performance. This study therefore contributes to the scientific literature by filling this contextual and theoretical gap, while offering localized insights that can guide more adaptive and integrated service policies.

Figure 1. Number of MPP Services in Sukabumi City in 2024



Source: DPMPTSP Sukabumi City, 2024 (Processed by Researchers).

Based on Figure 1. above, the number of services increased from January to May, then decreased in June. It rose again in July, but fell again from August to September. After that, it experienced an increase in October before declining again until December. The highest average number of services each month was provided by the Sukabumi City Population and Civil Registration Office.

The evaluation of public service effectiveness continues to evolve, particularly with the growing role of digital technology and integrated service models. According to Bouckaert and Van de Walle (2020), public service effectiveness is not only assessed based on goal

achievement but also through citizen perceptions, responsiveness, and adaptive capacity. In the context of service integration, Dunleavy et al. (2006) introduced the concept of “Digital Era Governance,” which emphasizes reintegration of government functions, needs-based services, and digital channels. These concepts are highly relevant to Indonesia’s *Mal Pelayanan Publik* (MPP), which aims to centralize services to improve accessibility and satisfaction. Recent empirical studies highlight the importance of digital communication and user-centric design in enhancing public service delivery. For instance, van Deursen et al. (2021) argue that digital exclusion remains a barrier to public service access, necessitating inclusive design and strong outreach strategies. Similarly, Chatwin and Arku (2022) found that institutional trust is highly dependent on the visibility and responsiveness of digital service platforms, especially in local governments.

The use of Duncan’s model of organizational effectiveness, as reformulated by Steers (2020), remains relevant, particularly when assessing multi-stakeholder environments. This model evaluates effectiveness based on three key dimensions: goal achievement, integration, and adaptation. While several Indonesian studies (e.g., Meigawati, 2024; Prabawati & Meirinawati, 2015) apply this model, they rarely contextualize it within the broader dynamics of policy implementation and service innovation. To bridge this gap, this study not only applies Duncan’s framework to the MPP in Sukabumi but also intersects it with recent global perspectives on service reform, governance transparency, and digital engagement. Therefore, this study contributes to the growing body of literature that seeks to adapt classical effectiveness models to contemporary challenges in public administration.

2. METHODS

This study employs a qualitative descriptive approach, which is deemed suitable for exploring complex social phenomena such as the effectiveness of public service delivery in the context of *Mal Pelayanan Publik* (MPP) Sukabumi. Qualitative methods allow researchers to gain deep insight into real-world problems by capturing participants’ perceptions, behaviors, and institutional dynamics in a natural setting (Creswell, 2014). This approach is especially relevant given the study’s focus on evaluating service outcomes and organizational dynamics from the perspectives of various stakeholders. Data were collected using purposive sampling to ensure the selection of informants who possessed direct experience or institutional relevance to the research focus. In total, seven informants were selected, comprising: (1) MPP managerial officials, (2) front-line service officers, (3) service users (citizens), and (4) representatives of the local community. These diverse informant profiles ensured that the study captured both institutional and user-based perspectives, enriching the analysis with multiple viewpoints.

Three key methods of data collection were employed: interviews, observation, and documentation. Interviews allowed for flexibility while exploring themes in depth. Observation was conducted directly at the Sukabumi City MPP to understand real-time interactions and organizational behavior, such as staff attendance, citizen experience, and physical accessibility. Document analysis included attendance logs, organizational charts, service flowcharts, and digital content from official platforms (e.g., Instagram posts). Data analysis used the Miles and Huberman (1994) interactive model, which involves four steps: (1) data collection, (2) data reduction (summarizing, coding, and categorizing data relevant to the research focus), (3) data display (organizing data in visual or narrative form to identify patterns), and (4) conclusion drawing/verification (interpreting the findings and comparing them with theoretical constructs such as Duncan's model). The analysis was iterative, allowing early patterns to be verified and refined as more data were collected.

3. RESULTS AND DISCUSSIONS

In terms of goal achievement, the inability of the Sukabumi City MPP to consistently meet its service targets due to chronic staff absenteeism, unclear queuing systems, and uneven service provision across agencies represents what Duncan (in Steers, 2020) conceptualizes as a "failure of operational alignment." This condition arises when formal organizational goals are clearly defined on paper but are not translated into consistent institutional routines and practices. The absence of frontline personnel during designated service hours, despite stated commitments to full-day service operations, reflects a misalignment between declared performance standards and the behavioral capacity of the system to deliver on them. Furthermore, the lack of a digital or physical queuing mechanism creates additional friction in service access, particularly affecting citizens who rely on orderly, transparent, and predictable service processes.

This discrepancy is not unique to Sukabumi. Similar patterns are evident in other MPP implementations across Indonesia. For instance, a study by Sulistyarini et al. (2022) on MPP Jepara revealed that even when Standard Operating Procedures (SOPs) and service charters are in place, inconsistent attendance of service personnel and administrative delays contribute to public dissatisfaction. The same situation was observed in South Tangerang (Wulandari & Nugroho, 2021), where high-level planning was praised, but frontline implementation suffered due to inadequate human resource allocation and poor monitoring. These cases suggest a recurrent structural tension in Indonesia's MPP model: the top-down policy design by the central government often lacks adequate support systems for localized institutional embedding, particularly in second-tier cities like Sukabumi. Without sufficient monitoring, accountability mechanisms, and adaptive leadership at the local level, the implementation of public service goals remains fragile.

3.1 Goal Achievement

The goal achievement dimension in Duncan's effectiveness model refers to how well an organization fulfills its stated objectives and delivers outcomes in line with its mission. In the context of the Sukabumi City Public Service Mall (MPP), this dimension can be assessed through the extent to which the institution achieves its goals of providing integrated, accessible, and high-quality services to the public. Findings from interviews and field documentation suggest that while the MPP has established clear service standards and an institutional framework, the realization of these goals remains inconsistent in practice. One of the most prominent issues is the mismatch between stated service hours and actual service availability. Although official documents specify that MPP services should be operational from Monday to Friday, 09:00 to 15:00 WIB, observational data and user testimonials indicate that many service counters are often closed or unattended, particularly during the midday period. This undermines the principle of continuous service and disrupts the citizen experience.

Moreover, based on direct observation and interviews with service users, queues and service procedures are poorly regulated, with no clear queuing system or information mechanism in place. As a result, citizens are often confused about where to go and which services are available. This condition contradicts the MPP's stated goals of efficiency and simplicity in service access, highlighting what Duncan (in Steers, 2020) describes as a failure of operational alignment where goals exist formally but are not embedded in daily routines and staff behavior.

Figure 2. Service Environment at the Sukabumi City MPP

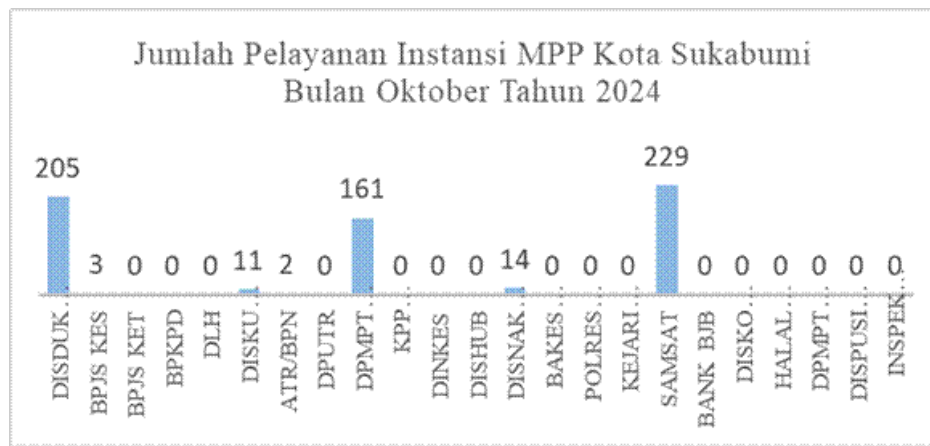


Source: Researcher Documentation, 2024

Based on observations in Figure 2, it can be seen that not all seats available at each service counter are filled by agency officials as they should be. Only a few officials are seen to be present and actively providing services to the public, while most of the other seats

appear to be empty and unoccupied. Of the total 23 agencies that are supposed to provide services at the Sukabumi City Public Service Mall (MPP), only three agencies are recorded as consistently providing services. This disparity is clearly evident from the data on the number of services recorded in October 2024, where most agencies show very low service numbers, and some are not recorded as providing any services at all during that period.

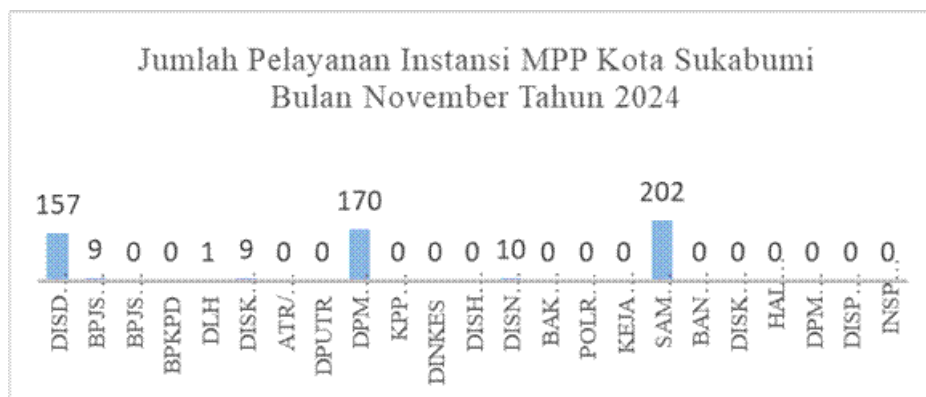
Figure 3. Number of Services Provided by the MPP Agency of Sukabumi City October 2024



Source: DPMPTSP Sukabumi City, 2024 (Processed by Researchers).

In Figure 3 above, in October 2024, there were 3 (three) out of a total of 23 (twenty-three) agencies that were active in providing services, namely: Disdukcapil (205), DPMPTSP Kota (161), and Samsat (229).

Figure 4. Number of Services Provided by the MPP Agency of Sukabumi City November 2024



Source: DPMPTSP Sukabumi City, 2024 (Processed by Researchers).

In Figure 4 above, in October 2024, there were 3 (three) out of a total of 23 (twenty-three) agencies actively providing services, namely: Disdukcapil (157), DPMPTSP Kota (170), and Samsat (202).

This problem is further exacerbated by low levels of public awareness, with many residents still unaware that the MPP houses services from 23 different agencies. This limits citizen participation and reduces the institution's ability to fulfill its goal of centralizing and simplifying access to public services. The lack of widespread, targeted socialization campaigns especially through digital platforms contributes to this low visibility. Comparative studies reinforce the structural nature of these issues. For example, research on MPP Jepara by Sulistyarini et al. (2022) identified similar gaps between strategic planning and frontline performance, particularly in terms of staff discipline and service responsiveness. This suggests a broader systemic challenge across MPP implementations in Indonesia, where central policy frameworks are not sufficiently supported by local operational capacity.

From a theoretical perspective, the Sukabumi case contributes to the refinement of Duncan's goal achievement concept by emphasizing that in contemporary multi-agency governance settings, goal achievement requires not only clear targets but also real-time monitoring systems, staff accountability mechanisms, and effective communication with users. Without these elements, institutional effectiveness remains aspirational rather than operational. Thus, the service implementation in this aspect is considered ineffective. For the target indicator, the MPP has aimed to offer comfortable and secure services, supported by clear procedures and generally friendly staff. Nonetheless, the absence of a proper queueing system causes confusion and discomfort, as users must monitor service counters manually. This situation undermines the quality of public experience, indicating that target achievement is still not optimal and needs improvement.

3.2 Integration

The integration dimension in Duncan's organizational effectiveness theory refers to an institution's ability to build effective coordination and communication both internally among agencies and externally with the public to achieve goal alignment and service collaboration. In the case of the Sukabumi City Public Service Mall (MPP), the research findings indicate that internal coordination among agencies is relatively well-established, but overall integration remains suboptimal due to weak outreach and public engagement. Internal integration is evident through routine coordination meetings facilitated by the Investment and One-Stop Integrated Service Agency (DPMPTSP), which serves as the managing body of the MPP. This demonstrates a formal structure that supports inter-agency cooperation. However, the most significant limitation lies in the lack of external communication, particularly through digital platforms. Based on observations and documentation, the official social media

accounts of DPMPTSP primarily promote the *Si Jimat BOSS* (Business Identification Number Empowerment Program), with minimal and inconsistent information about MPP services. As a result, many citizens remain unaware that the MPP hosts services from 23 different agencies in one centralized location.

This condition supports the argument of Bouckaert and Van de Walle (2020), who assert that integration is not only structural but also perceptual—meaning it depends on how the public understands and experiences the services. When information is not widely disseminated or easily accessible, integrated services lose their impact and relevance. This reveals a significant gap in public communication strategy, which plays a crucial role in the success of service integration. Furthermore, the study found that several service counters were unattended during official operational hours, reflecting inconsistent staff presence. This not only disrupts service flow but also weakens public trust. Similar issues were identified in MPP Jepara (Septiana et al., 2024), where agencies failed to maintain consistent staffing, leading to disruptions in service delivery.

In contrast, the MPP in South Tangerang has implemented a more advanced integration model, including dedicated digital platforms such as an official website and actively managed social media channels that provide real-time service information (Rahmadhany & Satispi, 2024). This illustrates that effective integration today must extend beyond physical coordination to include digital visibility and real-time public engagement. Therefore, the integration challenges faced by Sukabumi's MPP are not limited to internal coordination but also reflect broader issues related to public communication strategies, digital information management, and staff accountability. This study expands the traditional interpretation of Duncan's integration dimension by emphasizing that digital engagement, service transparency, and public visibility are essential elements for achieving integrated public service delivery in the era of digital governance.

3.3 Adaptation

In Duncan's organizational effectiveness model, the adaptation dimension refers to the organization's capacity to respond to environmental changes and align its internal capabilities with external service demands. Within the context of the Sukabumi City Public Service Mall (MPP), this dimension highlights how well the MPP adjusts its human resources, facilities, and operational strategies to the realities of public service delivery.

Figure 6. Attendance List of Agency Officials at the Sukabumi City MPP

NO.	TANGGAL	NAMA	INSTANSI	TANDA TANGAN	KETERANGAN
1	11-11-2024	Adit	DPMPTSP	[Signature]	Hadir
2	11-11-2024	Imam M	Disdukcapil	[Signature]	Hadir
3	11-11-2024	Eva Hudaib	Disdukcapil	[Signature]	Hadir
4	11	Isqul J	Samsat	[Signature]	Hadir
5		Ren Dwi M	DPMPTSP	[Signature]	
6	11-11-2024	Yeni Yuliani	Halal Center	[Signature]	Hadir
7					
8					
9					
10					

Source: Researcher Documentation, 2024

Based on Figure 6 above, only 4 out of a total of 23 government agencies were present to provide services, namely: DPMPTSP, Disdukcapil, Samsat, and Halal Center. Field findings indicate a significant mismatch between available infrastructure and the readiness of human resources. On one hand, the MPP provides inclusive and accessible physical facilities such as comfortable waiting areas, clean restrooms, prayer spaces, and a centralized location indicating a commendable investment in structural adaptation. These facilities align with the national directive for service convenience as outlined in *Permen PAN-RB No. 23 Tahun 2017*. However, these efforts are undermined by inconsistent staffing and weak human resource allocation, as demonstrated in the daily attendance logs from October 2024, which show that on average, only 10 staff members were present from across 23 agencies.

Figure 9. Attendance List of MPP Employees in Sukabumi City October 2024



Source: DPMPTSP Sukabumi City, 2024 (Processed by Researchers).

Based on Figure 9 above, it can be seen that the average number of MPP Sukabumi City employees present during October 2024 was 10 people per day. This figure is very low compared to the ideal number, where each of the 23 agencies should send at least two officers every day. Thus, ideally there should be 46 employees present every day at the MPP. However, in reality, the average attendance is only around 22% of the ideal number.

The shortage of personnel has led to unattended service counters, causing frustration among citizens and reducing their trust in the MPP's capacity to deliver reliable services. Many users reported that they ultimately had to seek services at the originating institution because no staff were available at the MPP. This discrepancy reflects what Duncan describes as a failure in organizational learning—where institutions are unable to revise internal systems to meet environmental demands. In other words, physical adaptation without behavioral and managerial adaptation remains incomplete. These findings resonate with Chatwin and Arku's (2022) analysis of adaptive capacity in local governance, which emphasizes that adaptation is not solely about infrastructure provision but must include adaptive leadership, responsive staffing, and continuous feedback mechanisms. The case of Sukabumi reveals an overemphasis on physical development without corresponding investment in human resource development or staff discipline mechanisms.

Comparatively, in MPP Barru, as noted by Mumayyisah et al. (2024), adaptation was also hindered by bureaucratic rigidity and minimal staff training, which parallels the issues observed in Sukabumi. However, Barru had relatively more consistent facility use due to centralized task planning. The contrast underlines that effective adaptation in public service delivery must involve synchronized development of both hardware (facilities) and software (people and procedures).

Therefore, the adaptation challenges at MPP Sukabumi reflect deeper structural issues related to personnel management and performance accountability. From a theoretical standpoint, this case contributes to the modernization of Duncan's adaptation dimension by emphasizing the need for dynamic human resource planning, real-time performance monitoring, and leadership that is responsive to operational field realities, particularly in multi-agency service environments like MPPs.

3.4 Enabling Factors

Based on Duncan's theory of effectiveness in Steers (2020), the effectiveness of public services at the Sukabumi City Public Service Mall (MPP) is supported by a number of factors that strengthen service delivery.

3.4.1. Integration of Services Under One Roof: Strategies for Effective Public Services at the Sukabumi City MPP

The integration of 23 agencies at the Sukabumi MPP streamlines public access to services by eliminating the need to visit multiple, scattered offices. This one-stop service model simplifies bureaucratic procedures, saves time and costs, and benefits those with limited mobility. Additionally, inter-agency collaboration enhances coordination and information sharing, leading to improved service quality and increased public satisfaction.

3.4.2. Optimization of Inclusive Infrastructure to Support the Convenience of Public Services at the MPP

The Sukabumi City MPP has demonstrated its commitment to inclusive public services through well-organized physical facilities and amenities. These include accessible seating, clear information areas, and special features like ramps, wheelchairs, and priority waiting rooms for vulnerable groups. This infrastructure enhances user comfort, strengthens positive public perception, and encourages repeated service utilization.

3.4.2. The Strategic Role of Key Agencies in Maintaining the Sustainability of Public Services at the Sukabumi City MPP

The consistent presence of three key agencies at the Sukabumi City MPP handling identity documents, business licensing, and vehicle taxation ensures service continuity and meets essential public needs. Despite limited operational hours for some agencies, their dedication reinforces institutional accountability and enhances the MPP's reputation as a dependable service center.

3.5. Inhibiting Factors

Based on Duncan's theory of effectiveness in Steers (2020), The effectiveness of public services at the Sukabumi City MPP also faces a number of significant obstacles.

3.5.1. Absence of Service Officers: A Threat to the Credibility and Effectiveness of Sukabumi City Public Service Mall (MPP)

The frequent absence of service officers at Sukabumi City's Public Service Mall (MPP) has caused several counters to be inactive during operational hours. This disrupts citizen access to integrated services, generates public dissatisfaction, and erodes trust in the MPP's credibility. Over time, it leads to a decline in service users and hinders the MPP's objective of becoming an effective and efficient public service hub.

3.5.2. Lack of Digital Outreach: Communication Barriers in Public Services in the Social Media Era

The Sukabumi City MPP faces communication barriers due to underutilized digital outreach. Despite having official social media accounts, content remains limited and fails to effectively inform the public about services, procedures, and benefits. This results in low public awareness—particularly among digitally active youth and hinders efforts to boost community engagement and service utilization.

3.5.3. Unequal Distribution of Human Resources: A Structural Issue in Service Management at Sukabumi City MPP

A structural issue affecting service quality at Sukabumi City MPP is the uneven distribution and scheduling of service personnel. Despite formal assignments by each agency, some counters remain inactive due to poor coordination and lack of effective monitoring. The absence of accountability measures such as attendance tracking and evaluations—has led to irregular staff presence, disrupting service delivery and undermining the professionalism and reliability of the MPP.

4. CONCLUSION

Based on the analysis using Duncan's theory of organizational effectiveness in Steers (2020), the effectiveness of public services at the Sukabumi City Public Service Mall (MPP)

can be assessed through three interrelated dimensions: goal achievement, integration, and adaptation. The study's findings reveal that while the foundational design of MPP reflects a strong commitment to centralized, citizen-oriented service, significant implementation challenges persist—particularly in terms of operational consistency, digital outreach, and equitable resource management. The goal achievement dimension remains weak, as evidenced by the persistent absence of agency officers during operational hours, which severely disrupts service continuity and erodes public trust. Additionally, the absence of a standardized queueing system contributes to user confusion, reducing service efficiency and satisfaction. In the integration dimension, while inter-agency coordination has shown promising results, digital-based socialization efforts are insufficient. The limited promotion of MPP services on official digital platforms indicates a gap between institutional visibility and citizen awareness suggesting that integration has not extended meaningfully into the public communication sphere.

The adaptation dimension demonstrates the clearest divide between physical readiness and operational flexibility. Although the MPP has invested in inclusive infrastructure for vulnerable groups, its human resource allocation remains imbalanced, with most agencies underrepresented at service counters. More critically, the institution has yet to adapt its public service model to the expectations of post-pandemic governance, which demands greater digital responsiveness, flexible staffing, and citizen-centric design. These findings reinforce the need to expand Duncan's classical framework to reflect contemporary administrative realities. In the post-COVID era, public service effectiveness must be understood not only in terms of infrastructure or inter-agency cooperation, but also through the lens of adaptive capacity including real-time service visibility, consistent human presence, and meaningful digital engagement. Therefore, the case of MPP Sukabumi illustrates that public sector innovation must go beyond physical integration to build resilient, adaptive, and digitally connected service environments that meet the evolving needs of modern citizens.

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