NAKHODA
JURNAL ILMU PEMERINTAHAN

Nakhoda: Jurnal Ilmu Pemerintahan
Vol. 25 No. 1 (2026): 1 - 13
p-ISSN: 1829-5827
e-ISSN: 2656-5277

Digital Governance and Public Trust: A Bibliometric Analysis and Policy Insights for Strengthening Governance Legitimacy

Pemerintahan Digital dan Kepercayaan Publik: Analisis Bibliometrik dan Wawasan Kebijakan untuk Memperkuat Legitimasi Pemerintahan

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Abstract

This bibliometric study identifies global research on digital governance and explores the policy implications for the digital transformation of government in Indonesia. The analysis was conducted using data from the Scopus database and the RStudio software (Biblioshiny). The findings reveal two main thematic clusters. The first cluster focuses on digital transformation and the socio-administrative aspects of governance, with keywords such as digital governance, governance approaches, technology adoption, innovation, trust, and COVID-19. The second cluster highlights the technical and policy dimensions, with keywords such as e-government, public policy, transparency, open data, decision making, and artificial intelligence. The connection between the two clusters through the e-government node reflects the interdisciplinary nature of digital governance research. These findings emphasize the importance of cross-country and cross-disciplinary academic collaboration in strengthening inclusive, data-driven, and citizen-oriented digital transformation strategies. Strengthening this collaboration is also intended to bolster the governance legitimacy that underpins public trust in digital services. In the Indonesian context, this study recommends strengthening the integration of national digital policies, enhancing institutional capacity, and developing an open research ecosystem to support adaptive and participatory digital governance.

Keywords

Digital Governance; Governance Legitimacy; Public Trust.

Abstrak

Studi bibliometrik ini mengidentifikasi riset global mengenai tata kelola digital dan mengeksplorasi implikasi kebijakan bagi transformasi digital pemerintahan di Indonesia. Analisis dilakukan menggunakan data dari basis data Scopus dengan bantuan perangkat lunak RStudio (Biblioshiny). Temuan menunjukkan adanya dua klaster tematik utama. Klaster pertama berfokus pada transformasi digital dan aspek sosio-administratif tata kelola, dengan kata kunci seperti tata kelola digital, pendekatan tata kelola, adopsi teknologi, inovasi, kepercayaan, dan COVID-19. Klaster kedua menyoroti dimensi teknis dan kebijakan, dengan kata kunci seperti e-government, kebijakan publik, transparansi, data terbuka, pengambilan keputusan, dan kecerdasan buatan. Keterkaitan antara kedua klaster melalui simpul e-government menunjukkan sifat interdisipliner penelitian tata kelola digital. Temuan ini menegaskan pentingnya kolaborasi akademik lintas negara dan lintas disiplin dalam memperkuat strategi transformasi digital yang inklusif, berbasis data, dan berorientasi pada masyarakat. Penguatan kolaborasi ini sekaligus dimaksudkan untuk memperkuat legitimasi pemerintahan yang menjadi landasan kepercayaan publik terhadap layanan digital. Dalam konteks Indonesia, studi ini merekomendasikan penguatan integrasi kebijakan digital nasional, peningkatan kapasitas kelembagaan, dan pengembangan ekosistem riset terbuka untuk mendukung tata kelola digital yang adaptif dan partisipatif.

Kata Kunci

Pemerintahan Digital; Legitimasi Pemerintahan; Kepercayaan Publik.

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DOI: 10.35967/njip.v25i1.925

Submitted: 24 October 2025
Accepted: 1 April 2026
Published: 19 June 2026

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1. Introduction

Information and communication technology (ICT) has emerged as a primary factor enabling change in contemporary governance. Digital transformation, in particular, has become an important basis for bureaucratic reform and for improving the quality of public service. Within the framework of digital governance (or e-governance), ICT is relied upon not merely to computerize administrative procedures but as a strategic instrument for reinforcing governance legitimacy and building public trust in public institutions. The success of digital governance initiatives thus depends not only on their fitness for public use but also on the level of trust people place in using digital services and on their acceptance of public policies.

Internationally, the adoption of digital governance has been shown to offer significant advantages in efficiency and transparency. Several studies suggest that ICT implementation in the public sector leads to better service quality and faster administrative processes in both developed and developing countries (Roy & Debnath, 2010). In addition, the evolution of ICT has increased citizens' engagement with government services and made interaction between citizens and the state more inclusive, further enabling public participation in policy development (Gulati et al., 2010, 2012).

The maturity of digital governance varies across countries because of differing levels of development. Singapore, Japan, India, and South Korea have already progressed from the e-information and e-interaction stages to the electronic integration stage, indicating the maturity of their digital governance systems. How this is implemented, however, depends heavily on each country's economic, social, and political climate. Strategic, environmental, organizational, and institutional factors—such as the level of technological capability, the degree of political openness, and government regulations—strongly influence the extent to which digital governance can succeed (Jho & Song, 2007).

ICT plays a critical role in advancing inclusive development and national productivity on both social and economic grounds. The adoption of technology in public administration has been shown to improve performance and enhance the delivery of economic and social opportunities through better service, regardless of location (Meso et al., 2006). Government digitization has likewise been shown to be an effective means of mitigating corruption and enhancing transparency and public accountability, as illustrated by cases such as India's digital initiatives (Borthakur & Bhuyan, 2019).

Digital transformation, however, is also fraught with significant risks and challenges. Political, social, and technological barriers—such as the digital divide, insufficient digital literacy, and data security risks—threaten the maintenance of public trust. Overcoming these barriers requires sound national policies and enabling regulatory regimes. Countries that have consistent telecommunication policies, sustained technological investment, and sound regulatory institutions have been found to be more successful in establishing responsive and competitive digital governance systems (Gulati et al., 2010, 2012).

At the international level, a wide variety of digital initiatives also illustrate the successful integration of technological innovation and public governance. In Morocco, for example, the e-Fez project illustrated how investment in digital systems can increase governments' capacity to assess and enact public policy through the analysis of empirical data (Kettani et al., 2012). Similarly, India's Digital India initiative, which builds on the National e-Governance Plan, reflects the view that information security and national ICT policy together form the cornerstone for enhancing public trust in government services (Anand et al., 2018).

A comparable situation is found in Indonesia, where the government has enacted Peraturan Presiden Republik Indonesia Nomor 95 Tahun 2018 tentang Sistem Pemerintahan Berbasis Elektronik [Presidential Regulation of the Republic of Indonesia No. 95 of 2018 on the Electronic-Based Government System]. This regulation institutes the Sistem Pemerintahan Berbasis Elektronik [Electronic-Based Government System] (SPBE), intended to foster integrated, transparent, and accountable governance. Peraturan Presiden Republik Indonesia Nomor 39 Tahun 2019 tentang Satu Data Indonesia [Presidential Regulation of the Republic of Indonesia No. 39 of 2019 on One Data Indonesia] further emphasizes the importance of data interoperability across institutions to support evidence-based policymaking. More recently, Peraturan Presiden Republik Indonesia Nomor 132 Tahun 2022 tentang Arsitektur Sistem Pemerintahan Berbasis Elektronik Nasional [Presidential Regulation of the Republic of Indonesia No. 132 of 2022 on the National Electronic-Based Government System Architecture] establishes the national SPBE architecture to enhance inter-institutional synergy and public trust in agile, reliable, effective, and secure digital services.

This commitment has been pursued through a one-stop integrated service, the Mal Pelayanan Publik Digital [Digital Public Service Mall], established under Keputusan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Republik Indonesia Nomor 457 Tahun 2024 tentang Penyelenggara Mal Pelayanan Publik Digital Nasional [Decree of the Minister of Administrative and Bureaucratic Reform of the Republic of Indonesia No. 457 of 2024 on Operators of the National Digital Public Service Mall]. Initially established as a physical Mal Pelayanan Publik [Public Service Mall], the service was subsequently transformed into a digital one. This step reflects the Indonesian government's commitment to providing responsive, participatory, and reliable digital public services. However, the effectiveness of this policy will depend heavily on the extent to which citizens feel confident in the security, ease, and clarity of government digital services.

From an academic perspective, public trust is regarded as a key factor in the success of digital governance. Without trust, the public is less likely to accept or use digital services, even when such services are readily available.

The growing number of scholarly publications addressing digital governance and public trust over the past decade indicates that the topic has attracted increasing global attention. Nevertheless, there remains a notable lack of broad, wide-ranging studies that map how knowledge in this area has evolved over time. Most studies remain limited in scope, focusing on individual cases or the technical dimensions of public service delivery without giving extensive consideration to broader policy implications. In this context, a bibliometric approach offers a comprehensive method for mapping the patterns, knowledge networks, and research developments within the field of public trust in digital governance.

Against this background, this study examines the development, trends, and intellectual networks related to digital governance and public trust during the period 2014–2024, using a bibliometric approach with data drawn from the Scopus database. Beyond providing a scientific mapping, this study also seeks to identify policy implications for strengthening the legitimacy of digital governance in Indonesia. This article is therefore expected to make two major contributions: (1) an academic contribution, through a systematic mapping of the global research landscape on trust-based digital governance; and (2) a practical contribution, through policy recommendations to enhance public trust in government digital services within the framework of the national SPBE policy and the ongoing reform of digital governance.

2. Methods

Bibliometrics is a quantitative method for surveying scientific literature (Junita Praja et al., 2025). This paper employs a bibliometric analysis to trace the trajectory of research on digital governance and public trust in digital governance. Bibliometric analysis enables a systematic survey of scientific and research trends, knowledge production, scholarly collaboration, and the conceptual development of a topic (Shiferaw et al., 2022).

The analysis considered only academic articles indexed in the Scopus database, which is described as one of the broadest academic repositories of peer-reviewed literature across disciplines. The use of Scopus allowed for a broad examination of the progress and dissemination of the research (Sofik et al., 2021).

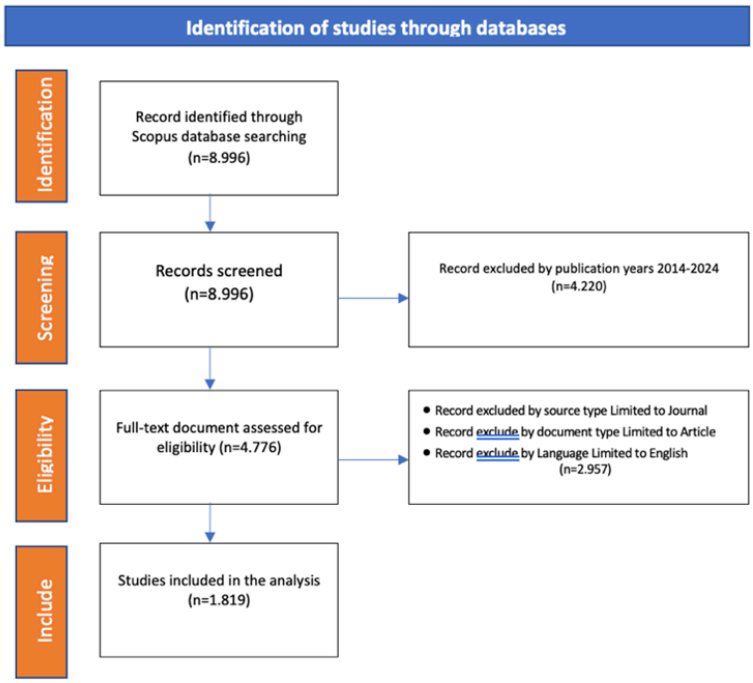


Figure 1. Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) Flow Diagram for Data Collection and Analysis

Source: Processed by the authors. (2025)

As shown in Figure 1, the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) process guided the data screening and selection (Page et al., 2021). In the first stage, 8,996 records were identified through database searching. These were refined by publication date (2014 to 2024), leaving 4,776 records.

Data filtering and processing then proceeded by restricting the results to a single document type—peer-reviewed journal articles published in English. By the end of this multistep procedure, a total of 1,819 articles were identified as the most relevant and appropriate for analysis. These steps followed the core requirements of PRISMA—transparency, precision, and reproducibility. The process also excluded low-quality and irrelevant literature from the basis of the review, thereby strengthening the credibility and reliability of the study's findings.

3. Results and Discussion

This study performs a bibliometric analysis to review the scientific output on digital governance and public trust indexed in Scopus. The search was restricted to the period 2014–2024 and to records indexed under digital government, e-government, and public trust. Relevance criteria were applied during screening to focus only on English-language scholarly publications in the social sciences.

The Scopus data were subsequently processed in RStudio (Biblioshiny) and VOSviewer to develop bibliometric mappings of publication trends, collaborative author networks, and cross-subject associations. The results are reported through graphical illustrations and thematic discussion, together depicting the history, thematic trends, and theoretical development of digital governance research.

3.1. Analysis of Documents by Subject Area

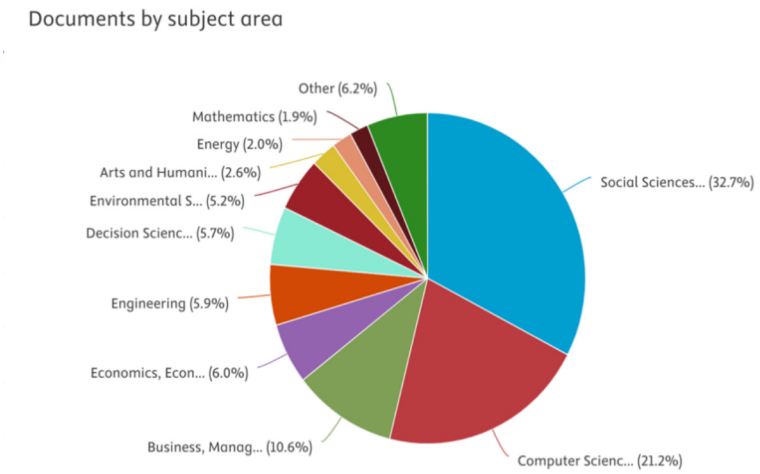


Figure 2. Documents by Subject Area

Source: Scopus database.

As shown in Figure 2, the documents grouped by subject area are overwhelmingly concentrated in the social sciences (32.7% of total publications). The social sciences thus predominate over other disciplines, such as computer science (21.2%) and business and management (10.6%), while fields such as economics, engineering, decision sciences, environmental studies, arts and humanities, energy, and mathematics each account for less than 5%. Prior research has likewise examined why the social sciences remain dominant in digital governance scholarship (Putera & Gustina, 2021; Sharifzadeh, 2024; Vyas et al., 2025).

A more fine-grained analysis by subject area reveals that scholarship on digital governance is most abundant in the social sciences, particularly public administration, public policy, and political science. This dominance arises because digital governance cannot be confined to a technological domain; it extends across the social, political, and organizational dimensions of technology acceptance. The digital transformation of the public sector calls for a comprehensive analysis of how technology drives reform at the governmental level, how it shapes citizen behavior, and how policy is made. The social sciences are therefore best equipped to unravel the interconnections between digital innovation and socio-political processes.

The prominence of social science research can be attributed largely to the strongly human-centered nature of digital governance. The transition to digital technologies involves factors such as citizen trust, participation, and bureaucratic restructuring, which form the focus of social inquiry. The social sciences also offer a methodological flexibility well suited to contemporary digital methods such as social network analysis, big-data processing, and system dynamics modeling. These methods make it possible to monitor the effect of technology on policy performance and government transparency.

Second, the social sciences are essential for examining the policy, ethical, and legitimacy dimensions of digital governance. The principal aim of digitalization in the public sector is to strengthen transparency, accountability, and citizen

participation—all themes that bear directly on questions in social and political analysis. Data privacy, surveillance, and the digital divide are among the concerns that require a critical social approach. Building on established theoretical work in the social sciences, research on digital governance can articulate and refine these conceptual models, yielding insights that are not merely technocratic but that also help guide more inclusive and equitable public policies.

3.2. Trends in Digital Governance Research Publications (2014–2024)

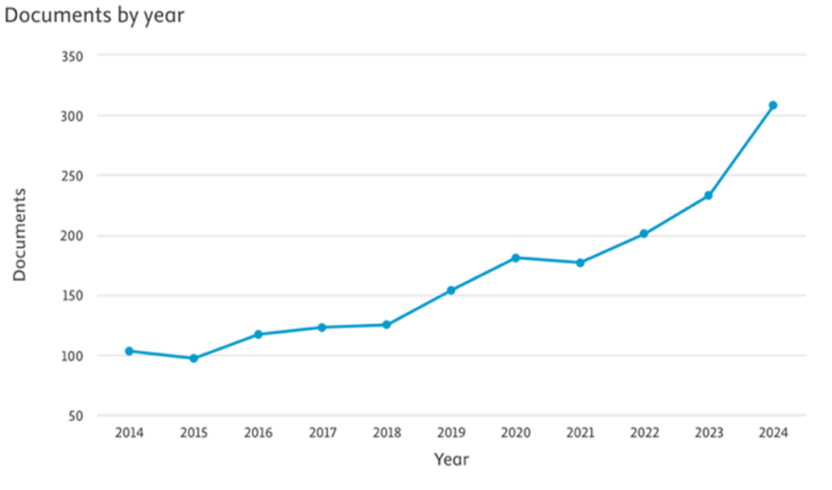


Figure 3. Documents by Year

Source: Scopus database.

Figure 3 plots the number of works indexed in Scopus, showing an upward trend in digital governance research over the past decade. In 2014, the count stood at roughly 100 documents, and it rose over the following years to more than 300 documents by 2024. This development mirrors a sustained increase in academic attention to digital transformation in public governance, particularly with respect to efficiency, transparency, and trust. Document analysis of this kind supports research capacity, information management, and the ongoing identification of scientific developments by examining publication patterns and the relationships between topics (Danielson, 2006; Putera & Gustina, 2021; Sharifzadeh, 2024; Vyas et al., 2025).

Since 2019, the number of publications has risen sharply, corresponding to a growing global focus on digital transformation and the accelerated adoption of digital governance by many countries. This tendency intensified between 2020 and 2022, in connection with the COVID-19 pandemic, when the digitalization of public services became urgently necessary. Governments worldwide developed and expanded online service systems through open data initiatives and improved governance strategies. These developments not only accelerated the introduction of digital technologies into public service delivery but also enriched scholarly reflection on policy effectiveness and on the trust and public-legitimacy dimensions of digital governance.

This upward trend in publication volume also suggests that research is moving beyond the digitalization of services to address more complex challenges, such as data protection, ethics in digital governance, and citizen participation in policymaking. The increase in publications is therefore not merely quantitative but appears to represent a shift in the orientation of digital governance research. This trend analysis offers a useful basis for understanding the nature of that transformation, as it identifies key themes and narratives that can provide a conceptual framework for evidence-based policymaking in digital governance. These trends underscore the importance of digital governance strategies in building

adaptive and inclusive institutions grounded in public trust, and they may also serve as a catalyst for further research.

3.3. Analysis of Documents by Country

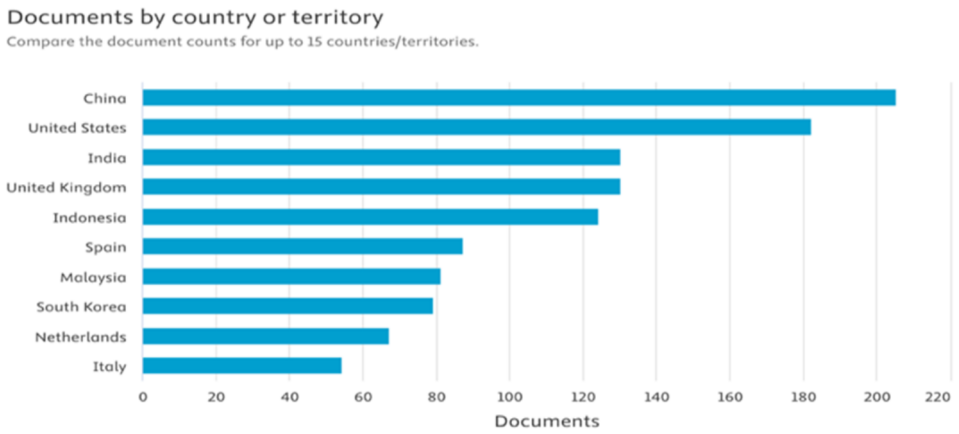


Figure 4. Documents by Country

Source: Scopus database.

Based on the authors' countries of origin, Figure 4 shows that research on digital governance is led by China and the United States, each of which has contributed more than 200 publications. India, the United Kingdom, and Indonesia also contribute substantial volumes to the global academic literature. These countries show a high level of commitment to public sector digitization, implementing national policies that address digital issues. These findings suggest that attention to digital governance is global, and that the intensity of digital governance research is greater in countries with strong technological capabilities and reform agendas.

The leading positions of China and the United States in Figure 4 are consistent with two contrasting emphases often associated with these countries: China's orientation toward greater technology integration for efficiency and control, and the United States' orientation toward openness, open data, and innovation in public service delivery. At the same time, countries such as Indonesia and Malaysia have emerged as fast-growing economies, partly through their adoption of open digital governance systems in recent years. This illustrates that digital transformation is no longer confined to developed countries but has become a priority for developing countries as well, where the use of technology to improve access to services is regarded as key to building public trust in government.

A substantial body of research indicates that digital governance has become a prominent policy agenda at the international level. In developed countries, research tends to focus on cybersecurity, citizen participation, and technological innovation, whereas in developing countries it focuses on infrastructure readiness, digital literacy, and the effectiveness of public policy implementation. This mapping thus highlights the role of international collaboration in fostering more inclusive and sustainable digital policies, and it points to Indonesia's growing presence in digital governance research and practice in Southeast Asia.

3.4. Analysis of Documents by Affiliation

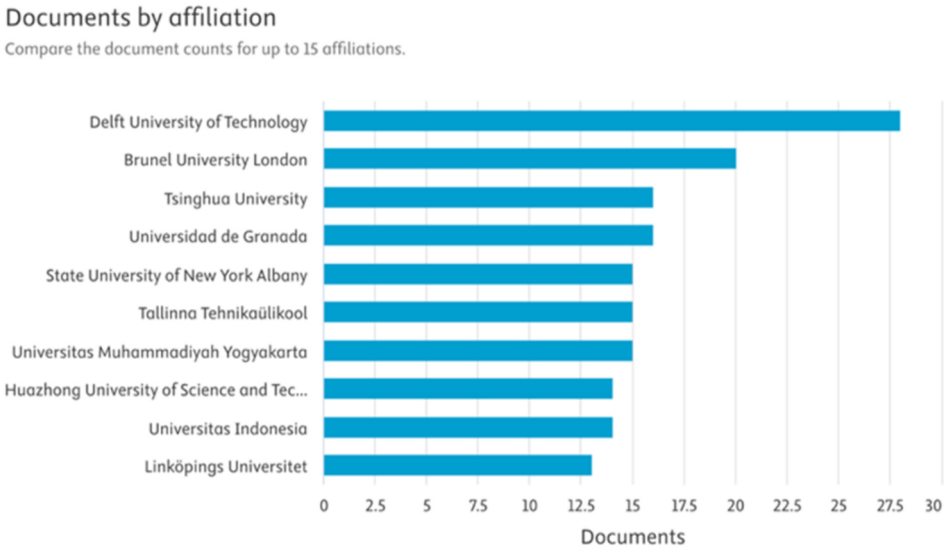


Figure 5. Documents by Affiliation

Source: Scopus database.

The institutional analysis shows that research on digital governance is concentrated among a small network of prestigious universities worldwide, each with a strong track record in public policy, technology, and digital governance. Delft University of Technology has the highest number of published papers, followed by Brunel University London, Tsinghua University, and Universidad de Granada. This pattern suggests that digital governance research is largely driven by institutions with interdisciplinary research capabilities—integrating ICT, public administration, and social policy—under a coherent research agenda.

Several Asian universities have also contributed substantially to the development of digital governance research, including Tsinghua University (China), the Huazhong University of Science and Technology, and Universitas Indonesia. This pattern indicates a transition in digital governance research from a Western-dominated discourse toward a more globally distributed body of knowledge, with Asian institutions playing an increasingly prominent role as new academic centers. The presence of Universitas Muhammadiyah Yogyakarta in the list further reflects the growing involvement of Indonesian higher education institutions in digital governance research, particularly regarding public policy and SPBE implementation (Kasiwi et al., 2024; Nurmandi & Kim, 2015; Suardi et al., 2023; Wagola et al., 2023).

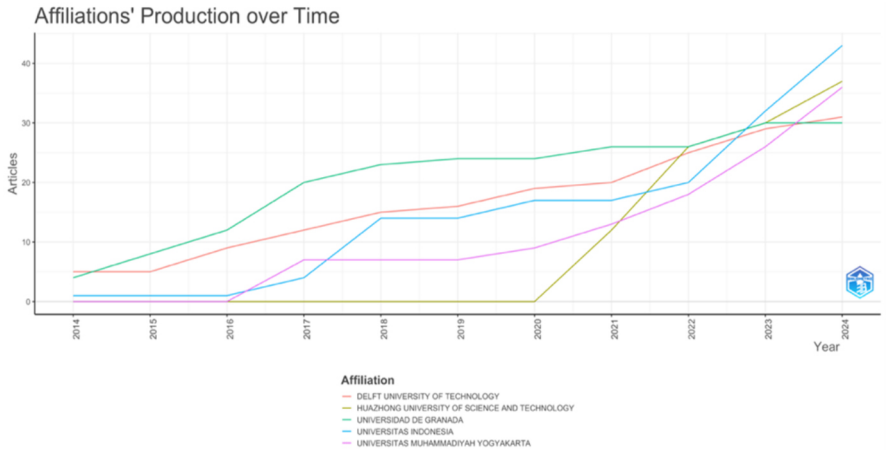


Figure 6. Affiliations' Production Over Time

Source: Data processed in RStudio.

3.5. Analysis of Documents by Affiliation

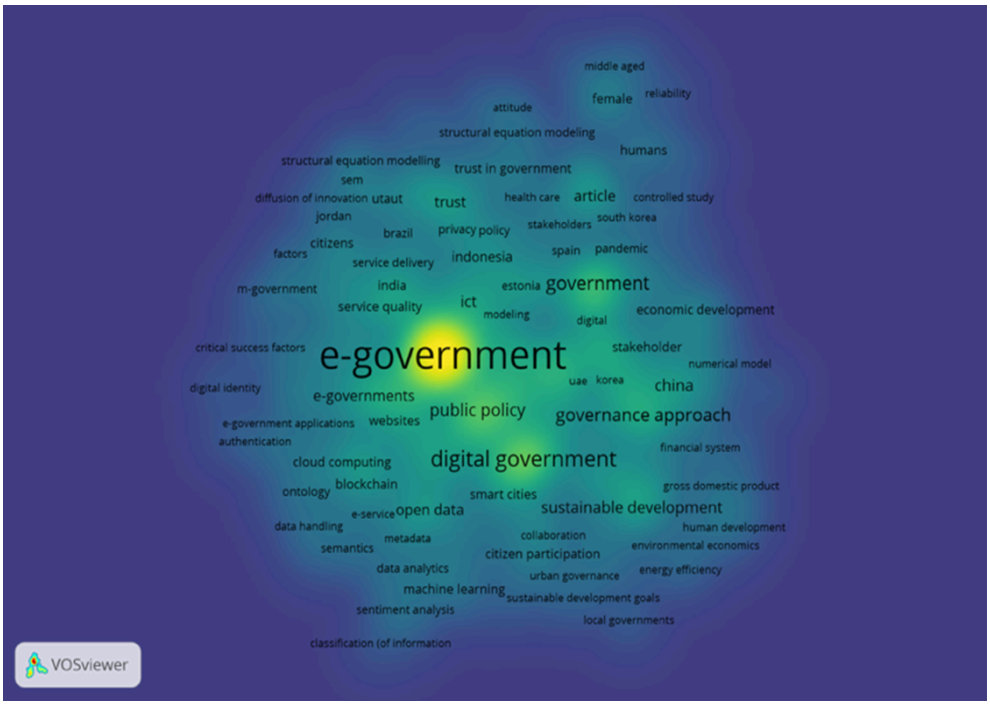


Figure 7. Density Analysis of Prior Research in the Scopus Database

Source: VOSviewer density analysis.

The density visualization map generated by VOSviewer in Figure 7 shows that e-government is a central node with one of the highest densities. The prominence of yellow reflects the term's widespread use and its continued position at the center of global research on digital governance. Other high-density keywords, such as digital government, public policy, and trust in government, appear around this core area and are taken to address the dimensions of public policy, trust, and citizen engagement across government systems.

Emerging keywords such as blockchain, cloud computing, open data, machine learning, and data analytics appear in the medium-density zone, reflecting growing attention to advanced digital technologies that promote government transparency and efficiency. These terms embody a conceptual shift from the institutional digitalization model of e-government toward data-driven governance, and they suggest how public policy is increasingly shaped by the use of data and analytical insight. The emergence of terms such as sustainable development and smart cities further illustrates the close link between digital governance and both the sustainable development agenda and urban innovation.

The numerous clusters near country names such as Indonesia, China, India, and South Korea indicate that Asian countries have a significant presence in global digital governance research. This pattern reflects the proliferation of research output, which now originates not only in developed countries but also in developing ones. In this sense, the density analysis reinforces the view that digital governance is a technology-driven reconfiguration of social, political, and policy arrangements, in which public trust, collaboration, and transparency underpin legitimacy in the digital age.

3.6. Network Visualization Analysis of Research on Digital Governance

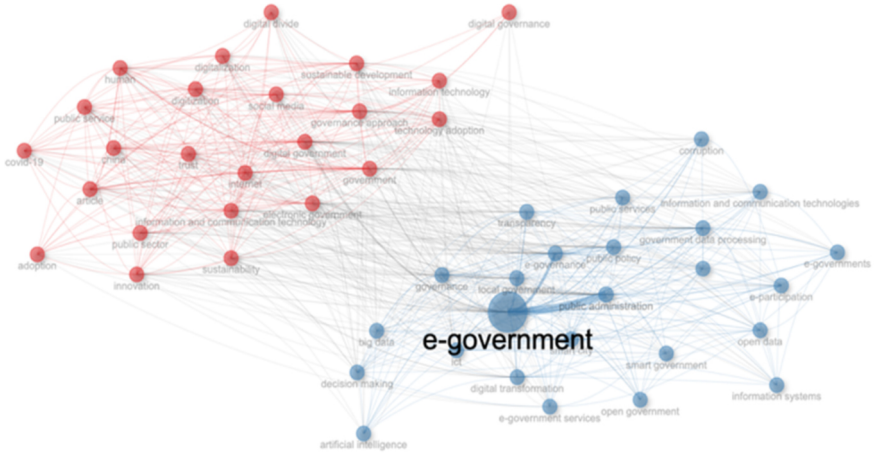


Figure 8. Network Visualization (Rstudio)

Source: RStudio network analysis.

The co-occurrence network map from the bibliometric analysis of the Scopus database, generated in RStudio (Biblioshiny), is shown in Figure 8. The map highlights two features that this article examines in more depth—the red and blue clusters—which represent two distinct but complementary orientations in the study of digital governance.

The first cluster, shown in red, concerns digital transformation and the socio-administrative aspects of digital government, with major keywords including digital government, governance approach, technology adoption, public service, innovation, trust, and COVID-19. This cluster indicates that much of the literature has focused on how technological innovation and public policy relate to social factors, public trust, and governmental responses to change and crisis, including the pandemic.

The second cluster, shown in blue, emphasizes the technical and governance aspects of digital government, with key terms including e-government, public policy, transparency, open data, information system, decision making, and artificial intelligence. This cluster comprises scholarly work concerned with the use of ICT to enable more open, participatory, and data-driven governance.

The two clusters are connected through the e-government node, which serves as a conceptual bridge between them. This connection reflects the interdisciplinary nature of digital governance research, in which policy approaches to technology can be combined with technological innovation to shape adaptive and inclusive governance in the digital age. From these bibliometric findings and the digital governance theoretical framework, a number of policy recommendations can be derived to help guide the direction of digital governance transformation in Indonesia.

3.7. Policy Implications

The bibliometric analysis of 1,819 publications on digital governance and public trust indicates that global research has gradually shifted from administrative digitization toward data-driven, collaborative, trust-based governance. These results carry strategic policy implications for SPBE implementation and for Indonesia's broader digital governance policies.

First, the government should better integrate digital policies across departments and administrative tiers. The findings suggest that the performance of digital governance depends heavily on the government's capacity for data interoperability

and cross-sectoral coordination. The implementation of the national SPBE architecture (Peraturan Presiden Republik Indonesia Nomor 132 Tahun 2022 tentang Arsitektur Sistem Pemerintahan Berbasis Elektronik Nasional) should be supported by derivative regulations and performance indicators across all ministries to avoid fragmented or sectoral policy implementation.

Second, the results underscore the importance of improving the user-oriented quality of digital public services. The widely applied E-GovQual model indicates that service performance, information security, and system reliability directly affect user satisfaction and public trust (Papadomichelaki & Mentzas, 2012). Accordingly, the government should develop national performance indicators to measure the user experience of digital services and to ensure that quality and legitimacy are maintained on an ongoing basis.

Third, digital literacy and data protection form the basis of public trust in digital transformation. The government should invest in literacy programs for civil servants and citizens alike and strengthen the implementation of Undang-Undang Republik Indonesia Nomor 27 Tahun 2022 tentang Pelindungan Data Pribadi [Law of the Republic of Indonesia No. 27 of 2022 on Personal Data Protection]. This is necessary to foster a sense of security and to prevent citizen distrust arising from surveillance or data breaches.

Fourth, the bibliometric results suggest that in countries with high research output (such as China, the Netherlands, and the United States), academic research is more likely to inform national digital policy. Indonesia should therefore develop an evidence-based policymaking ecosystem that strengthens collaboration among universities, research institutions, and policy actors. Such synergy would accelerate the development of data-driven, contextualized digital policies that meet the needs of the public.

Fifth, building the legitimacy of digital governance requires policies that address technical, social, and ethical dimensions alike. The government should adopt a model of inclusive governance for its digital platforms—designed to engage citizens through grassroots participation and open communities, reduce inequalities in access, and ensure that government policies do not discriminate against any group. Digitalization should thus serve as a primary means of democratization and empowerment, not merely administrative modernization.

Taken together, these implications are a reminder that Indonesia's digital transformation will require an integrated approach in which technological advancement is matched by bureaucratic efficiency and public trust within a single governance framework. The success of SPBE implementation will depend on the government's ability to develop an open, secure, participatory, and citizen-focused digital administration.

4. Conclusion

This study offers a global analysis of publications on digital governance and public trust over the past decade, drawing on bibliometric data extracted from the Scopus database. The analysis, conducted in RStudio (Biblioshiny) and VOSviewer, shows that publications have increased significantly since 2019, reflecting the emergence of digital governance as a distinct line of research in public policy and administration. The social sciences are prominent among the contributing fields, reflecting a growing recognition that digitalization in government is not merely a technological change but a social and institutional one that requires public trust, transparency, and accountability.

Across the analysis, several recurring themes characterize the global research landscape, including public service efficiency, citizen participation, data security, digital policy, sustainable development, and cross-sector collaboration. This

development aligns with the paradigm shift from technology-centered e-government to trust- and participation-centered digital governance, in which data, participation, and public trust are central concepts. In the Indonesian context, these findings provide important input for reaffirming the government's commitment to strengthening the Sistem Pemerintahan Berbasis Elektronik [Electronic-Based Government System] as a strategic vehicle for accelerating an inclusive digital bureaucracy and advancing citizen-focused reform.

From a contextual perspective, this study helps clarify the relationship between digital governance and public legitimacy. In practical terms, the bibliometric findings provide a foundation for building evidence-based digital policies. The government needs to ensure that digital transformation goes beyond information and communication technology modernization and contributes to building trust, confidence, and greater public participation in development policy. Successful digital governance should therefore be evaluated not only in terms of system performance but also in terms of digital policies that strengthen legitimacy, equity, and citizen participation in contemporary public administration.

Acknowledgment

The authors thank Universitas Padjadjaran for providing access to the Scopus database.

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