

## Transformation of Government Management through the Process of Formulating Regional Regulations for the Archival System and Digital Library in West Java Province in 2021

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### ABSTRACT

This research is motivated by the low reading interest of the Indonesian public and the suboptimal digitization of archives and libraries in the regions, necessitating institutional transformation capable of integrating archival systems and digital literacy. The purpose of this research is to analyze the process of transforming government management through the formulation of regional regulations regarding digital archiving and library systems in West Java Province in 2021. As for the research, it uses a qualitative method, employing Dunn's policy process theory and the four dimensions of government management transformation. The research findings indicate that the transformation of government management reflects a shift in the bureaucratic paradigm toward digital knowledge-based governance. Reframing is characterized by a shift in the perception of archives and libraries as sources of public data; restructuring involves reorganizing institutions, human resources, and digital systems; revitalization strengthens public services; and renewal involves cultural, value, and digital leadership updates. Meanwhile, the process of formulating the Regional Regulation has also been carried out in a participatory, deliberative, and evidence-based manner, covering the stages of agenda setting, formulation, and policy legitimization. Based on the research findings, it can be affirmed that digital transformation must be implemented sustainably through strengthening the competence of government officials, cross-sectoral collaboration, and policy evaluation that adapts to technological developments and community needs.

**Keywords:** Government Management Transformation, Digital Archives, Digital Library, Public Policy, West Java.

### INTRODUCTION

The government is the largest organization in a country, responsible for all aspects of national life. In line with this, the Indonesian national goals, as enshrined in paragraph 4 of the 1945 Constitution, essentially require the government to be responsible for efforts to improve the nation's intellectual life. This is especially true in the current global competitive environment, which relies on human resources as one of the pillars of national progress.

In relation to what UNESCO stated, the research results from the World's Most Literate Nations Ranked conducted by Central Connecticut State University in March 2016, stated that Indonesia was ranked 60th out of 61 countries in terms of reading interest, just below Thailand (59) and above Botswana (61). In fact, in terms of infrastructure assessment to support reading, Indonesia's ranking is above European countries. Moreover, 60 million Indonesians own gadgets, or the fifth largest number of gadget owners in the world. The digital marketing

research institute Emarketer estimates that in 2018 the number of active smartphone users in Indonesia will be more than 100 million people. With that number, Indonesia will become the country with the fourth largest number of active smartphone users in the world after China, India, and America. Ironically, even though interest in reading books is low, wearesocial data as of January 2017 revealed that Indonesians can stare at gadget screens for approximately 9 hours a day.

Contrary to the above, the low interest in reading among Indonesians is contradicted by the infrastructure in the form of libraries in Indonesia which is considered adequate. Based on the data, Indonesia's position is ranked second after India, which has the largest number of libraries in the world, with a number of libraries 164,610 libraries, consisting of 42,460 public libraries, 6,552 university libraries, 2,057 special libraries and 113,541 school libraries. With the precision of public libraries, the number is 42,460 or around 25.79% of the number of provincial governments, district governments / city governments / village governments / sub-districts. In order to maximize this number, ideally it should be accompanied by an increase in the quality of library and archive management, because it is from this good management quality that allows for a leap to overcome the low interest and culture of reading.

The above conditions mean that reading interest plays a crucial role in shaping the character of today's human resources. In line with this, education activists agree that the gateway to mastering knowledge is through extensive reading. Essentially, reading can open a window to the world. Once the window to the world is opened, Indonesians will be able to see beyond it. This will lead to a progressive mindset, moving us out of poverty and toward a prosperous life.

One reform to foster reading interest can currently be articulated through digital library or e-library reform. Efforts to increase reading interest will be more challenging, especially for print reading. The onslaught of various digital multimedia devices that are more attractive and appealing to the younger generation could ideally provide the government with an opportunity to accelerate public reading interest.

In response to this situation, the West Java Provincial Council (DPRD) is currently discussing a Draft Regional Regulation (Raperda) concerning digital archiving and library systems. This step is a response to the regulatory and budgetary issues in the archiving and library sector, which have remained unresolved. Acceleration through this regional regulation is expected to accommodate all forms of digital culture development in West Java.

In line with the problems outlined above, the government is attempting to facilitate library access as a solution to increase reading interest among the people of West Java. The draft regional regulation (Raperda) could be a solution, ensuring that library patterns, including the existing archiving system, adapt to developments and the needs of society in the current digital era.

Based on the academic draft of the Regional Regulation Draft on the implementation of the West Java Provincial Public Library, several pieces of information were obtained regarding the existing conditions or efforts that have been implemented, as well as the ideal conditions that should be in place to achieve the primary functions of archives and libraries. First, the development of archives and libraries has not yet accommodated user needs. This condition is evident in the low number of library visitors. Ideally, libraries should be located in attractive locations for the public.

Second, one of the current issues related to archives and libraries, particularly in West Java, is the suboptimal digitization of regional documents/archives. The maintenance and duplication of documents/archives remain unbalanced, meaning many regional documents/archives have not been digitized. This condition is further supported by the fact that the archival network in West Java is still not yet established and integrated. This issue aligns with the results of the analysis of the West Java Provincial Development Plan, which shows that building a representative or ideal regional public library has not yet been prioritized.

Third, unequal access to information within the community. Furthermore, village libraries, community libraries, and community reading parks (TBM) are currently underutilized. Survey data shows that the most frequently visited libraries are village libraries and community reading parks (TBM) due to their proximity. However, the function and strategic role of village libraries are not yet fully realized due to numerous inhibiting factors, particularly infrastructure.

To improve this situation, amendments to West Java Provincial Regulation No. 17 of 2011 concerning Library Management are needed. This represents a strategic step to accommodate community needs and the development of library management in the current digital era. This means formulating appropriate public policies as a concrete effort to address current challenges and needs in society.

In order to explain the conditions for formulating changes to the West Java Provincial Regulation Number 17 of 2011 concerning Library Management, the researcher uses the analytical basis proposed by Dunn (2003) explaining that the policy process consists of the stages of (1) Agenda Preparation, (2) Policy Formulation, (3) Policy Adoption/Legitimation, (4) Policy Implementation, and (5) Policy Assessment or Evaluation. Based on the focus of the research, the researcher only focuses on the first to fourth aspects. Continuing this matter, the conditions of the research problems above are used to analyze and operationalize the process of formulating the

Draft Regional Regulation concerning Amendments to the West Java Provincial Regulation Number 17 of 2011 concerning Library Management.

## LITERATURE REVIEW

### Transformation of Government Management

Organizations, like humans, are living organs with complex needs. They exist in an open environment that can influence and be influenced by their environment. Therefore, organizations must continually transform in response to environmental changes. The concepts of organizational transformation are considered relevant for application in structuring local government organizations, adapting to local needs and conditions.

Government management transformation is essentially innovations implemented by the government to bring about structural and procedural changes. Structural innovations relate to institutional changes, while procedural innovations relate to various changes in government mechanisms. These structural and procedural innovations are intended to ensure governance meets the demands of the people.

As mentioned by Gouillart and Kenny (in Samugyo 2009: 29), innovations in this transformation include re-framing, restructuring, revitalization and re-newal, as a process that precedes these various changes.

- **Reframing** (changing the framework of thinking) is a dimension of organizational transformation in improving the company's conception of a problem being faced and what steps need to be taken to overcome it.
- **Restructuring** (structural change) is a dimension of organizational transformation in an organization facing performance competition by changing the size so that the organization can run agilely.
- **Revitalization** (re-empowering) is a dimension of organizational transformation where the organization maintains its growth by linking the size of the organization to the organizational environment.
- **Renewal** is a dimension of organizational transformation that is oriented towards the transformation of people and the soul of the company, by building new skills and goals, so that the company can overcome itself.

### Policy Formulation

Generally, public policy can be defined as a government decision that has a broad impact and aims to regulate people's lives. Nugroho (2014:136) explains that public policy is a political decision made by public institutions, namely institutions funded by public funds, namely money collected collectively from the public in the form of taxes, levies, or other levies that are formally determined. Moreover, according to Nugroho (2015), the definition put forward by Thomas R. Dye in Winarno (2012) can be a preference for a strategic-pragmatic approach in understanding public policy, namely that public policy is through whatever the government chooses to do or not to do as well as what the government does, why the government does it and what difference it makes. The above emphasizes that public policy is oriented towards results, which is decided by the government to achieve an ideal condition in the life of the nation and state.

In general, the public policy process is understood in two forms: linear and circular. According to Nugroho (2015:121-125), both linear and circular policy processes begin with identifying policy issues to be established as a policy agenda. The policy agenda is the primary ingredient for policy formulation, which must then be ratified by law for enforcement. Political policy decisions are formed through legislative procedures to make them easily implementable. A critical part of policy implementation lies in policy marketing, ensuring acceptance and adoption by policy implementers and the public, and in policy preparation, which fosters strategic readiness. Policy performance will be achieved if policy implementation undergoes sound policy preparation, with strategic readiness aligned with policy implementation. To ensure that the policy has achieved its targeted performance, policy control, which includes monitoring and evaluation activities, is required. The final stage of the policy process is assessing the findings of policy control. This stage is called a policy review. There are three options regarding policy review: whether to terminate the policy, continue it, or continue with revisions, including corrections.

Public policy is a corridor of an answer to a problem, this is because the public policy process itself is an effort to solve, reduce and prevent a bad thing, and conversely becomes an advocate of innovation and a leader for the occurrence of goodness in the best way and directed action. In its more concrete application, Dunn (2003) stated that public policy is a complex pattern of dependence on several collective choices that are interdependent and interact, including decisions to act or not to act taken by decision-making actors or government agencies.

It can be explained in detail when talking about the public policy process. Dunn (2003) explains that the policy process consists of the following stages:

- a. **Agenda Preparation**, agenda setting, it's a highly realistic process involving understanding public issues, defining them, and mobilizing support to place them on the government agenda. Agenda setting is crucial in determining which public issues and policy issues will then be elevated to the government agenda.
- b. **Policy Formulation**, the process by which each issue or problem that has been included in the government's policy agenda is then discussed by policymakers. At this stage, the problem and its solution are defined by seeking relevant information and analysis. These solutions are derived from alternative policy options that will be pursued through advocacy, coalition building, compromise, negotiation, and ultimately, decision-making by each actor involved.
- c. **Policy Adoption/Legitimacy**, policy legitimacy is the granting of authorization in the policy-making process by the government. Policy alternatives deemed best will receive support from the wider public as a form of support for the government in implementing those policies.
- d. **Policy Implementation**, namely the implementation of policies that have been agreed upon.
- e. **Policy Assessment or Evaluation**, is a policy assessment stage that encompasses substance, implementation or performance, and impact. This policy evaluation is not limited to just the final stage, but rather evaluates the entire policy process, from defining the policy problem, through formulation, implementation, and finally, analyzing the policy's impact.

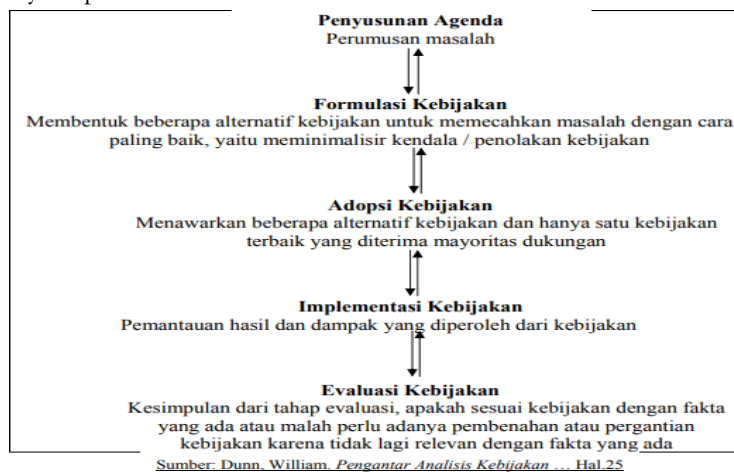


Figure 1. Public Policy Process

## RESEARCH METHODS

This research was designed as a qualitative study. The qualitative method was chosen because the researcher wanted to understand, explore, and explain the Transformation of Government Management Through the Formulation Process of Regional Regulations on Digital Archiving and Library Systems in West Java Province in 2021 (Study on the Draft Regional Regulation on Amendments to West Java Provincial Regulation Number 17 of 2011 concerning Library Management), which was not intended to measure the high or low relationship of the phenomenon.

In this study, the data sources used were primary and secondary data. To conduct this research, interviews, observations, and document processing were used (Moleong, 2004:6-7). The determination of informants was done intentionally (purposive), namely selecting informants consisting of government elements (Library and Archives Service of West Java Province), academics (Academics in the Field of Digital Archives), and the Library and Digital Archives Community in West Java related to the research context.

## RESULT AND DISCUSSION

### Transformation of Government Management in West Java Province in the Field of Archives and Digital Libraries

Efforts to transform government management, particularly in the areas of archives and libraries, are crucial to adapt to the needs of today's changing times. Shifting management patterns from manual to digital systems is also part of the bureaucratic reform agenda, encouraging a more adaptive government to advances in information

technology. The management of archives and libraries in West Java Province is based on laws and regulations, which serve as a legal framework that governs the process.

Regulations regarding archives and library management in West Java Province have been in place since 2011, specifically through Regional Regulation Number 17 of 2011 concerning Library Management and Regional Regulation Number 18 of 2011 concerning Archives Management. Both regulations have been revoked and replaced by Regional Regulation Number 11 of 2021 concerning Archives Management and Regional Regulation Number 12 of 2021 concerning Library Management. These regulations further clarify the demands on the West Java Provincial Government's role in providing archives, not only as a manifestation of archiving, but also as authentic evidence of regional government administration and a source of public information.

### **Reframing**

In the context of regional government management transformation, reframing is defined as the process of reframing paradigms, value systems, and bureaucratic frameworks to adapt to evolving social, technological, and legal dynamics. Reframing is not simply a technical policy change, but an epistemological transformation that involves shifting the apparatus' perspective on the function of digital archives and libraries as key instruments of modern governance.

Reframing is a dimension of organizational transformation that improves the company's understanding of a problem and the steps taken to address it. In the context of archiving and library management, reframing can be understood as a paradigm shift in the function of archives and libraries in line with changing times. While archives were once viewed solely as stored administrative documents, they are now positioned as authentic evidence of government administration, a source of public information, and the basis for evidence-based policy.

One of the important points related to the adoption of the use of digital technology is contained in Article 21 paragraph (3) of Regional Regulation Number 11 of 2021 concerning Archives Management, which emphasizes that there is a shift in the format of archival media from physical documents to digital documents in the form of images and/or other electronic formats.

Furthermore, libraries have also been repositioned, moving from physical reading rooms to digital platforms based on public services. This was not included in previous regulations, namely Regional Regulations Number 17 and 18 of 2011, which were subsequently amended in Regional Regulation Number 11 of 2021. The current regulatory framework regarding libraries and archives has adopted digitalization in its implementation, allowing libraries to be re-envisioned as open and accessible gateways to digital literacy.

The Regional Secretary of West Java Province emphasized the strategic role of regional archives and libraries in efforts to build data-driven governance. Archives serve as a hub for various data that must be easily accessible. Properly managed archives will help accelerate decision-making. This further reflects archives and libraries as key tools in the development process, community empowerment, and public service delivery, as the quality of public decisions produced depends heavily on the quality of the data held and managed.

Through reframing, archives are no longer seen as something physical and only placed in dusty storage rooms and libraries are no longer just buildings with many passive physical reading collections. Both have been transformed into facilities that help realize the implementation of the principles of good governance that are transparent, accountable, efficient, and oriented towards public service. The integration of digital technologies such as SRIKANDI (Dynamic Archival Information System) which centralizes archival management at the national level and the development of e-library applications including MACA and SALIRA which connect the government with its citizens in a digital literacy ecosystem.

Reframing must therefore be understood as a continuous transformation. Institutional reform does not stop at revising regional regulations but requires continuous adaptation to technological and social changes. Local governments need to establish systematic policy evaluation and learning mechanisms to ensure that digital transformation truly functions as an adaptive and responsive governance tool.

The reframing phase of the Regional Regulation on Digital Archives and Libraries in West Java Province can be summarized as a multidimensional process combining legal, management, cultural, and technological aspects. It reflects a new awareness that government transformation requires more than just adding digital tools; it requires changes in ways of thinking, working, and interacting with the public.

### **Restructuring**

Restructuring in government management transformation is a dimension of transformation in an organization facing work competition (performance) by changing the scale so that the organization can operate agilely. While reframing emphasizes a change in perspective, restructuring focuses on how this new perspective is then applied to the organization's structure, systems, and capacity. In the field of archives and digital libraries in West Java Province, restructuring can be seen through institutional arrangements, human resources (HR), and the implementation of digital applications that support archive management and library services. This restructuring is

not merely a change in organization or legal instruments, but a comprehensive effort to renew the mindset, systems, and bureaucratic mechanisms to be more adaptive to developments in information technology and the needs of society in the digital era.

As previously explained, the legal basis for archiving in the regions was previously based on Regional Regulation No. 18 of 2011, which is substantially outdated and does not accommodate technological advances and the dynamics of digital governance. Changes in the regulatory and administrative context at the national level have become a fundamental driver for the restructuring of archives institutions and governance.

The restructuring also emerged in response to changes in institutional nomenclature, with the Library and Archives Agency becoming the Regional Library and Archives Service (Dispusipda). This change is not merely an administrative change, but also marks a repositioning of functions and responsibilities, shifting from a passive archives management institution to an institution driving digital literacy, knowledge management, and providing strategic data for public decision-making.

In its implementation, restructuring is realized through the implementation of various digital applications. For West Java Province itself, it has SIDEBAR (West Java Electronic Document Information System) which is used for internal organizational correspondence needs and the use of SRIKANDI (Integrated Dynamic Archiving Information System) managed by the central government through the National Archives of the Republic of Indonesia (ANRI). In addition, there is ESIKAN as an archive publication media that can be easily accessed by the public, along with an archive media transfer system to support document digitization.

Through this application, West Java is integrating its archival information system, encompassing archive media transfer, digital storage (e-depot), and electronic mail delivery. This system restructuring not only streamlines bureaucratic processes but also strengthens the accountability loop between data, decisions, and policies.

Meanwhile, library restructuring has been implemented through the Electronic Public Library Card and Access (Eplika), a digital membership card integrated with the national library. Furthermore, the MACA Digital Library and Salira, an online reading platform, allow the public not only to access books and other reading materials but also to discuss and participate in content development.

In addition to administrative efficiency, the restructuring is also aimed at strengthening public accountability. Digital archives serve as authentic evidence of government implementation, while digital libraries serve as a means of transparency and public literacy. An integrated system facilitates internal and external oversight of government performance. This aligns with the open government principle, which places public data as shared property.

In reality, challenges were identified in terms of resources, both financial and human. Human resources were a major constraint, particularly for archivists, alongside the limited budget available for application and infrastructure development. These obstacles underscore that the success of restructuring efforts is determined not only by regulations and the adoption of digital technology, but also by human resource capacity and a supportive budget.

Restructuring efforts should also address infrastructure. Several sources highlighted that internet access in regional areas remains a barrier to the ongoing implementation of digitalization, particularly in remote areas. This demonstrates that restructuring should not be limited to the provincial level but should also address district/city and village/sub-district levels to ensure equitable digital access.

Restructuring in the context of West Java's government management transformation is not simply an institutional reorganization, but rather a multidimensional process that encompasses legal, systemic, cultural, and value aspects. Thus, the restructuring dimension of government management transformation in the field of digital archives and libraries in West Java Province is characterized by the development of digital applications and resource capacity. In terms of digital application development, the West Java Provincial Government has adopted various online-based platforms to support inclusive archives governance and library services. Furthermore, challenges in resource management include insufficient budget capacity and a lack of competent human resources for managing digital archives and libraries. Furthermore, at the district/city and village levels, issues related to digital infrastructure and human resources remain, requiring further development.

## **Revitalization**

Revitalization is a dimension of organizational transformation in which an organization maintains its growth by linking its size to its environment. The revitalization of libraries and archives, previously viewed solely as administrative tools, can be revitalized as active, relevant, and useful public service facilities. This is a crucial aspect of government management transformation, including in West Java Province. The regional government's digitalization strategy through various information technology innovations is a manifestation of this revitalization.

Conceptually, revitalization is understood as an effort to revitalize existing systems so they function more effectively in line with the demands of the times. Within the framework of government management, revitalization is part of the institutional transformation process, transforming static systems into dynamic, adaptive, and results-

oriented ones. The formulation of regional regulations is understood not simply as an administrative process of norm formation, but as a managerial instrument for guiding changes in public governance.

The Academic Paper on the Regional Regulation on the Implementation of Archives in West Java Province (2021) confirms that Regional Regulation No. 18 of 2011 is no longer in accordance with national regulations and the practical needs of archival management. Other inconsistencies lie in the absence of regulations regarding electronic archival systems, records center units, security classification systems and archive access, and the use of information technology in the management of dynamic and static archives. This is despite the Central Government having mandated the implementation of the Electronic-Based Government System (SPBE) since 2018, and archiving is one of the main indicators in the bureaucratic reform index.

Revitalization in the field of archiving is demonstrated by the use of systems that make archive management faster, simpler, and more accessible for all users. Archiving revitalization is not only related to the technical issues of digitization, but also as a strategic tool to increase transparency and public trust in the government. Applications such as SIDEBAR for internal correspondence; Srikandi, which is a national dynamic archiving system; and ESIKAN, which provides public access to digital archives, are concrete examples of archiving revitalization through the use of digital technology.

At the technical level, revitalization is carried out through archival preservation activities and the transfer of physical documents to digital formats as part of a strategy to preserve regional institutional memory. This demonstrates that archive revitalization is not merely a technical maintenance measure, but a process of strengthening the historical and administrative value of archives as evidence of regional accountability and identity. Through preservation, the Regional Archives and Archives Agency (Dispusipda) ensures that archives containing traces of West Java's development, such as documents on the Ciletuh Geopark, recognized as part of the Nation's Collective Memory, remain secure and accessible to the public.

Meanwhile, libraries are experiencing revitalization through the expansion of literacy services into the digital world. The West Java Provincial Government has launched several innovations, such as Eplika (Public Library Electronic Card), which enables membership integration with the National Library; the MACA Digital Library, which serves as a platform for e-book collections; and Salira, which serves as a digital literacy center where the public can access information and communicate with each other.

In the context of government management transformation, revitalization strengthens the concept of evidence-based policymaking, where every public decision is based on authentic data stored in a digital archive system. This makes the regional policy formulation process more accountable, expeditious, and transparent.

Furthermore, this revitalization emphasizes that modern government management requires integration between information systems, institutions, and human resources. Bureaucratic transformation is not only about digitizing documents, but also about digitizing the mindset, values, and work procedures of the apparatus. In this regard, the revitalization of digital archiving and library policies is the foundation for establishing a knowledge-based government, one that utilizes information and knowledge as strategic resources for regional development.

The revitalization of the digital archives and library system in West Java Province is a phase of government management transformation oriented toward data-, knowledge-, and values-based governance. The strategic steps taken, ranging from regulatory reforms and institutional restructuring to the digitalization of information systems, mark a paradigm shift in regional bureaucracy toward intelligent and responsive governance. This revitalization process demonstrates that the success of reform depends not only on technical capabilities but also on the apparatus' normative and cultural awareness to position archives and libraries as instruments of public welfare.

Therefore, revitalization in this context can be interpreted as a step to revive the role of archives and libraries by implementing digital innovation, integrating systems, and expanding the spectrum of services. This is not only a technical improvement, but also a shift in function to make libraries and archives more relevant to community needs, increase government transparency, and increase competitiveness for human resources, especially in West Java Province. For revitalization to not be merely a formality but to truly produce changes in knowledge-based governance, issues such as low digital literacy, limited collections, and overlapping applications must be addressed.

## **Renewal**

The renewal dimension of government management transformation in the field of digital archives and libraries encompasses more than just procedural or technical updates. Significant changes in bureaucratic culture, service orientation, and public engagement in the digital ecosystem are crucial aspects of this innovation. While revitalization focuses on restructuring legacy systems to better meet the needs of the times, renewal is a more substantive and long-term effort. This phase marks a shift from administrative digitization to the development of a broad and sustainable digital culture, encompassing public participation, literacy, system integration, and leadership.

In the context of West Java, the renewal was marked by the enactment of two new regional regulations in 2021: Regional Regulation No. 11 of 2021 concerning the Implementation of Archives and Regional Regulation

No. 12 of 2021 concerning the Implementation of Libraries. These two regulations are not merely revisions, but rather reformulations of the government management paradigm, making archives and digital libraries the primary instruments in building a data-driven government, innovation, and public literacy. The process of updating the archival system in West Java is inextricably linked to the development of the Academic Draft of the 2021 Draft Regional Regulation on Archives, which serves as the scientific basis for policy formulation. The academic draft states that changes to more than 50% of Regional Regulation No. 18/2011 require the creation of new regulations, not mere amendments.

The implementation of new policies in the field of archives and libraries in West Java emphasizes the role of digitalization as a foundation for reforming government management. The Regional Archives and Archives Agency (Dispusipda) has developed several integrated systems, such as SIDEBAR, SRIKANDI, ESIKAN, and SALIRA, to support dynamic and static archive management. Through these applications, all government documents are processed electronically from creation and use to destruction or long-term storage. This shifts the paradigm of archive management from passive storage to information lifecycle management.

Digitization also promotes the principle of paperless government and strengthens the implementation of the Electronic-Based Government System (SPBE). With this system, archival data becomes the basis for every public decision-making process.

Digital libraries, through the MACA Digital Library and E-PLIKA programs, expand public access to knowledge. This renewal establishes libraries as centers of digital literacy and learning spaces for the people of West Java. The Smart Literacy City (Kolecer) and Electronic Literacy Platform (Asik) programs are concrete examples of equitable access to literacy in public spaces, both physically and digitally.

The renewal phase also brings changes to bureaucratic leadership. Digital leadership, defined as the ability of leaders to understand, utilize, and direct digital technology to improve organizational performance, is required. Digital leadership is not only about technological mastery but also about vision and the courage to take risks in change. Furthermore, renewal also requires digital literacy among officials and the public. Without digital awareness, technological transformation will only result in administrative formalities. Therefore, digital literacy policies are part of the renewal of the regional library system, enabling the public to become active users of the established digital information ecosystem.

One important dimension of the renewal phase is expanding public participation in information management and literacy. In a focus group discussion (FGD), Prof. Samugyo emphasized the importance of a participatory approach in policy development and implementation. Local governments must be present among the community, not merely awaiting aspirations but also listening to and following up on direct input from citizens.

This co-governance approach is reflected in public literacy programs that involve the public as active participants in library management and the use of digital archives. Activities such as Abdi Nagri Nganjang Ka Warga demonstrate collaboration between the government, communities, and the public in expanding access to archival and literacy services. Thus, renewal creates not only a new system but also a new ecosystem that connects the government and citizens through digital platforms, strengthening the principles of inclusivity and participation in public governance.

Renewal emphasizes the importance of expanding community engagement. The Library and Archives Service is promoting this through the development of several applications, one of which is Salira, designed as an interactive space for the public to discuss, share ideas, and contribute to strengthening the digital literacy ecosystem. With this approach, digital libraries are no longer understood simply as a means of reading or accessing information, but also as a collaborative platform that enables the collective creation of new knowledge.

The culmination of the renewal phase is the establishment of a fully digital-based regional government (digital government). Within this framework, digital archives and libraries serve as two main pillars: digital archives, which ensure the sustainability of institutional memory and public policy accountability; and digital libraries, which ensure the sustainability of literacy, innovation, and public participation.

Both form a data and knowledge ecosystem that supports adaptive regional development processes. The digital government born from this renewal process is not simply technological modernization, but rather a transformation of government management toward an intelligent system.

Overall, renewal in the context of transforming government management in the field of digital archives and libraries in West Java is about ensuring that regulatory changes and system innovations truly produce real impacts in the form of a more responsive bureaucracy, a more literate society, and data-based and service-oriented governance.

### **Regional Regulation Formulation Process for Digital Archives and Library Systems**

The policy formulation process is complex, multidimensional, and requires the interaction of several factors, including normative, institutional, and socio-political factors. Within the scope of regional government, this process is manifested in the formation of regional regulations (perda) as a valid legal instrument for regulating

various aspects of government administration and public services. Regarding public information governance in West Java Province, one strategic policy is the regulation on the implementation of digital archives and libraries. This policy is a crucial milestone in promoting data- and information-based governance and supporting the acceleration of digital transformation in the public service sector.

The West Java Provincial Library and Archives Service (Dispusipda) acts as a policy initiator in the formulation of this policy. This institution not only functions as a technical implementer of government affairs in the field of archives and libraries, but also as a pioneer of the paradigm shift towards an inclusive, transparent, and accountable archive information and digital literacy system. This transformation is realized through regulatory updates that replace Regional Regulation Number 18 of 2011 concerning the Implementation of Archives and Regional Regulation Number 17 of 2011 concerning the Implementation of Libraries, which are deemed no longer in accordance with legal requirements and developments in information technology in the era of digital government. In this context, the policy formulation process is directed at three important stages: agenda preparation, policy formulation, and policy adoption/legitimization.

### **Agenda Preparation**

The agenda-setting stage is the initial phase of the policy formulation process, where public issues are identified, defined, and prioritized for elevation to the local government's policy agenda. In the case of West Java, the issues that emerged were the lag in archives and library management systems amidst the dynamics of digital transformation, as well as the need to align public information governance with the Electronic-Based Government System (SPBE) framework as mandated by Presidential Regulation Number 95 of 2018.

The agenda for policy changes in the field of archives and digital libraries in West Java is based on the fact that the previous regulation, Regional Regulation Number 18 of 2011, is no longer able to accommodate developments in information and communication technology, particularly regarding the digitization of archives and electronic correspondence systems. Many provisions in the old regulation are still oriented towards conventional (physical) archive management, while modern governance has demanded the integration of data and document systems in digital format. Furthermore, Regional Regulation Number 17 of 2011 concerning Library Management is also deemed no longer capable of addressing the challenges faced by today's society. Regional Regulations Numbers 11 and 12 of 2021 are a strategic agenda that marks a paradigm shift in regional governance because the previous law is considered to have not accommodated developments in information technology, particularly the implementation of the Electronic-Based Government System (SPBE), and does not cover aspects of the digitalization of archives and digital library services.

This policy change emerged from a combination of academic reflection, bureaucratic experience, and practical needs in the field. In the discussion forum, Prof. Nandang emphasized that law should be viewed as an instrument of social change, not simply a set of normative rules. This perspective demonstrates that regional regulation revisions should not be treated simply as administrative procedures but rather as social engineering strategies that encourage institutional shifts and bureaucratic behavior.

In addition to normative factors, agenda-setting is also influenced by contextual changes in governance. Along with the implementation of the SPBE, every government agency is required to have an integrated electronic archives management system and digital database. The West Java Provincial Government responded to this demand by developing various digital platforms such as SIDEBAR (West Java Electronic Document Information System), SRIKANDI (Integrated Dynamic Archiving Information System), and ESIKAN (National Electronic Archiving Information System) to support the process of archival media transfer and government document management.

The agenda-setting stage also demonstrated the involvement of various actors across sectors. Focus Group Discussions (FGDs) held between the Regional Information and Communications Agency (Dispusipda) and academics served as a deliberative platform for identifying strategic issues. Prof. Samugyo highlighted the importance of formulating regional regulations that address reframing, restructuring, revitalization, and renewal as a manifestation of sustainable government management transformation. Regulatory changes should not be limited to procedural aspects but must also encompass structural and cultural transformations that impact how the bureaucracy operates.

Thus, the process of formulating the policy change agenda related to government management in the field of digital archives and libraries in West Java can be described as a complex process that combines elements of technology, bureaucracy, and public service. The new regulations are not merely intended to replace old ones, but also to reaffirm the strategic role of archives and libraries as instruments of government accountability, centers of knowledge reference, and a means of supporting the quality of life of the community. This transformation aligns with the direction of digital-based government development, which makes data, technological innovation, and citizen literacy the main foundations for creating modern, open governance that is able to respond more quickly to public needs. Furthermore, public and academic participation plays a role in enriching the substance of the

policy agenda. The discourse on archive digitization and digital literacy is not merely a technical issue, but also represents a shift in the government paradigm from rule-based administration to knowledge-based governance.

### **Policy Formulation**

The revision of Regional Regulations No. 17 and 18 of 2011 to Regional Regulations No. 11 and 12 of 2021 cannot be viewed merely as administrative adjustments, but rather as a strategic step to align government administration with developments in digital technology and address public demands for faster, more transparent, and more accountable public services. In this phase, ideas previously outlined in the policy agenda are translated into legal norms, institutional structures, and operational mechanisms outlined in academic papers and draft regional regulations.

In terms of formulating policies on regional digital archives and libraries, it starts from three main foundations that serve as the basis for analysis as stated in the academic paper (2021), which consist of philosophical, sociological, and legal foundations.

First, the philosophical foundation. This policy is intended to uphold the fundamental values of clean, transparent, and accountable governance. Archives are viewed as the nation's collective memory and a means of maintaining the cultural identity and institutional integrity of local governments. Therefore, archives management is not solely oriented toward document storage, but rather toward knowledge management, which serves as the foundation for data- and history-based development.

Second, the sociological basis. The reform of digital archives and library policies in West Java is a response to changing public behavior, which is increasingly dependent on technology-based information access. The development of digital culture demands that the government provide faster, more open, and more participatory public services.

Third, the legal basis. This regulatory change is based on several national legal provisions, including Law No. 43 of 2009 concerning Archives, Law No. 43 of 2007 concerning Libraries, and Presidential Regulation No. 95 of 2018 concerning Electronic-Based Government Systems (SPBE). Vertically, this regulation is derived from national norms, but horizontally, it is tailored to the needs of the West Java region, which has complex social, geographic, and institutional characteristics.

The changes are inextricably linked to the push for the implementation of an Electronic-Based Government System (SPBE) at the national level. Previous regional regulations were deemed inadequate to accommodate both legal requirements and digital governance practices. Therefore, the development of new policies was positioned as a means to develop a fresh perspective and reorganize the archives management system, shifting from a conventional manual approach to a digital technology-based one.

In the context of library management, policy direction is focused on positioning libraries as centers of digital literacy. This orientation is evident in the emergence of several initiatives, such as the development of Eplika, the MACA Digital Library, Salira, and the provision of digital reading platforms (Asik). These policies demonstrate that the West Java Provincial Government is not merely formulating regulations but is committed to overseeing their implementation in the form of digital services that can be directly experienced by the public.

### **Policy Adoption/Legitimation**

Policy legitimacy is crucial for any policy change process because it fundamentally determines the level of formal authorization and social acceptance of a regulation for implementation. A policy only functions as an administrative document through a legitimacy process before it can be implemented. Following the completion of Regional Regulations No. 11 and 12 of 2021, policy legitimacy has become crucial for transforming the governance of archives and libraries in West Java. This change not only creates new legal norms but also seeks to gain stronger legal, political, and societal legitimacy.

Procedurally, the process of adopting regional policies is regulated by Law Number 12 of 2011 concerning the Formation of Legislation and Regulation of the Minister of Home Affairs Number 80 of 2015. Based on these provisions, each Draft Regional Regulation (Raperda) must go through a series of stages — starting from the preparation of the academic paper, public consultation, harmonization with higher regulations, to joint discussions between the Regional Government and the West Java Provincial DPRD. In this process, the Regional Library and Archives Service (Dispusipda) plays a leading role in preparing policy materials, while the Legal Bureau of the West Java Provincial Secretariat harmonizes the substance with the national legal framework. After the academic paper and draft Raperda are approved by the Governor, the document is submitted to the DPRD for discussion in plenary meetings, commissions, and special committees.

The adoption and legitimization of the digital archives and library policy has strategic implications for governance in West Java. First, this policy strengthens the principles of transparency and accountability, as all government processes are recorded and documented in an auditable digital archive system. Second, this policy promotes bureaucratic efficiency by reducing the backlog of physical documents and accelerating the flow of

electronic correspondence. Third, this policy increases the public's knowledge capacity by providing broad and inclusive access to digital literacy.

Furthermore, a policy's legitimacy is also strengthened academically, through the support of experts and academics who ensure that policy formulation is based on valid research. In the initial stages, this can be achieved through the involvement of academics and practitioners in the process of drafting academic papers.

Thus, the legitimacy of policies regarding the regional regulation on archives and digital libraries in West Java should not be limited to the formal authority of the Provincial DPRD and local government, but also includes the role of the community and academics in producing legitimate policies that meet real needs. Furthermore, the basis for policy legitimacy also arises from the interpretation of law as a means of reform, an orientation toward achieving public welfare, public involvement in the formulation process, and the application of the principles of transparency and accountability. Thus, a policy can be declared legitimate if it is rooted in a strong academic foundation, has public support, and has a clear legal basis.

## **THEORETICAL FINDINGS**

Government management transformation and digital policy reform are processes that are not only administrative, but also conceptual and cultural. Based on the theory of Gouillart & Kelly (1995), government transformation goes through four main stages: reframing, restructuring, revitalization, and renewal, which describe gradual changes in paradigms, structures, organizational spirit, and policy strategy renewal. Meanwhile, Dunn (2003) explains that public policy change occurs through five stages of the policy cycle: agenda setting, formulation, adoption or legitimacy, implementation, and evaluation. The two theories complement each other: Gouillart & Kelly focuses on the internal transformation of government organizations, while Dunn provides a policy process framework that allows this transformation to be realized in concrete and measurable policy actions.

The first stage of reframing demands a shift in the bureaucratic paradigm from an administrative orientation toward public service values and digital collaboration. Empirical research findings indicate that local government bureaucracy is still dominated by views of efficiency and administrative compliance, and has not yet shifted to a digital governance-based public value orientation. This condition demonstrates a gap between theory and practice, where the paradigm shift has not yet addressed the bureaucracy's values, culture, and perspective on public service. Therefore, it is necessary to reframe the bureaucracy's vision and values by mainstreaming the principles of transparency, participation, and public service based on data and digital technology. This reframing must be understood not only as a change in narrative but also as a repositioning of values that underpin all government transformation policies.

The second stage, restructuring, emphasizes the importance of institutional and human resource arrangements to support transformation goals. The research findings indicate that the organizational structure of local governments remains rigid and hierarchical, while the competency of human resources managing digital archives and libraries is inadequate to support digital governance. This gap indicates that institutional restructuring has not been directed toward establishing a collaborative and technology-adaptive organization. Consequently, organizational redesign is necessary to encourage cross-agency synergy and include capacity building for officials, particularly in digital literacy, data governance, and public information management. This restructuring is a prerequisite for digital transformation to proceed not only at the symbolic level but also operationally and sustainably.

The third stage, revitalization, underscores the importance of transformational leadership capable of revitalizing the spirit and direction of organizational change. Empirically, research has found that digital transformation in government environments is often unsustainable due to leadership changes and differing visions between administrations. As a result, digitalization initiatives tend to be short-term projects without strategic continuity. This gap indicates weak consistency in policy direction and public communication among leaders. Therefore, revitalization is necessary through strengthening transformational leadership that can unify visions, foster shared commitment, and instill the values of innovation and public service into the organizational culture. Consistent and communicative leadership is a key element in the success of government digital transformation.

The final stage of renewal emphasizes an organization's ability to update its strategies and policies through a policy learning process. In the context of this research, digital policy innovation in West Java remains partial and has not been integrated into a sustainable policy system. Policy evaluation is also conducted incidentally, not institutionalized within the policy planning cycle. This creates a gap between the concept of adaptive policy learning and static bureaucratic practices. Therefore, it is recommended to establish a policy learning system integrated with a periodic monitoring and evaluation (M&E) mechanism to ensure that each digital policy can be updated based on evaluation results and empirical feedback. Institutionalized renewal will ensure the sustainability of digital policy innovation in the future.

The author also considers that according to Dunn (2003), the effectiveness of public policy is determined by the integration between stages in the policy cycle. Where empirical findings show that in the digital transformation process, the policy stages in West Java have not been running synergistically. The preparation of the digital policy agenda has not been a priority, the formulation is still sectoral and bureaucratic, adoption and legitimacy have not received strong public support, implementation is hampered by infrastructure and regulations, while evaluation is still administrative, this gap indicates the absence of an integrated and learning-oriented policy cycle. The recommendation given is to build a complete digital policy cycle with a feedback loop based on data and information technology, so that each policy stage supports each other and produces sustainable innovation.

The above analysis shows that Gouillart & Kelly's and Dunn's theories overlap in explaining the dynamics of government transformation. The stages of reframing, restructuring, revitalization, and renewal describe internal bureaucratic changes, while Dunn's policy cycle explains the external process of policy formulation and implementation. Both emphasize that digital government transformation requires a dual shift: transformation of organizational values and culture, as well as an adaptive, learning-based renewal of the public policy system. Successful transformation will only be realized if the government is able to integrate internal change processes (values, structure, and leadership) with systematic, participatory, and results-oriented policy mechanisms.

The author also believes that the future strategic direction needs to be focused on building a collaborative digital governance ecosystem, establishing consistent transformational leadership, and implementing policy learning as a continuous cycle in digital government reform at the regional and national levels.

Furthermore, the author views the existence of new theoretical findings from the analysis of Government Management Transformation Through the Process of Formulating Regional Regulations on Digital Archiving and Library Systems in West Java Province in 2021, where the four phases of public organization transformation from Gouillart & Kelly (1995), namely Reframing, Restructuring, Revitalization, and Renewal, as well as the five stages of the public policy cycle from Dunn (2003), namely Agenda Setting, Formulation, Adoption/Legitimation, Implementation, and Evaluation, if these two theories are combined, it shows that bureaucratic transformation is not only a process of internal organizational change, but also a policy cycle that is adaptive to the external environment, then there is a paradigm that Transformation is not only managerial, but also a sustainable policy (adaptive policy transformation).

Furthermore, the author views that the new theoretical findings where the success of organizing orderly and better digital archives and libraries is the result of the integration of two main dimensions in modern governance, namely internal organizational transformation and adaptive public policy cycles. This model is the result of a synthesis between Gouillart & Kelly's (1995) government management transformation theory and Dunn's (2003) public policy cycle theory, namely the four phases of organizational transformation reframing, restructuring, revitalization, and renewal representing the process of updating values, structures, leadership, and strategies in the bureaucracy. Meanwhile, the five stages of public policy, agenda setting, formulation, adoption/legitimation, implementation, and evaluation describe the external dynamics that determine the legitimacy and sustainability of public policy, so that the integration of these two theories creates an adaptive mechanism that explains how internal organizational changes and external policy dynamics reinforce each other in realizing effective governance.

In the context of this research, the output in the form of orderly and better digital archiving and library management can be understood as a concrete manifestation of the reframing stage that overlaps with agenda setting, the bureaucracy experiences a paradigm shift from an administrative orientation to the value of transparent digital public services, then the restructuring stage that synergizes with policy formulation results in a restructuring of institutional structures and human resource competencies to support archive digitization. Furthermore, the revitalization stage related to policy adoption and legitimization emphasizes the importance of transformational leadership to build social legitimacy and a participatory digital work culture. Finally, the renewal stage connected with policy implementation and evaluation emphasizes the importance of continuous policy renewal through policy learning mechanisms and systematic empirical evaluation.

Furthermore, the author views that under this dynamic relationship, public organizations are able to produce a more orderly, measurable work pattern, and oriented towards improving the quality of digital services so that the order and improvement of the implementation of digital archives and libraries are not merely administrative results, but are indicators of the success of an adaptive government system that integrates internal transformation and external policy updates simultaneously. Thus, the assumption of the research is proven.

## CONCLUSION

The transformation of government management in the field of digital archives and libraries in West Java Province is a real manifestation of the change in bureaucratic paradigm towards digital knowledge-based governance and reflects the success in integrating structural, procedural, and cultural dimensions as a whole in the process of changing government management.

The process of formulating the Regional Regulation on digital archives and libraries in West Java Province illustrates participatory, deliberative, and evidence-based policy formulation practices, which can be seen through three main stages: agenda

setting, policy formulation, and policy adoption/legitimization. Agenda setting stems from a collective awareness of the backwardness of legacy regulations, policy formulation integrates the principles of digital transformation and information governance, while the adoption stage generates political, administrative, and social legitimacy.

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