

Analysis of Village Governments' Readiness for the Ministry of Communications and Information Technology Regulation on Operators of Public-Sector Electronic Systems

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Abstract

Advances in information technology have prompted the government to implement electronic-based public services down to the village government level. One such effort is embodied in Minister of Communication and Digital Affairs Regulation (Peraturan Menteri Komunikasi dan Digital, Permenkomdigi) No. 5 of 2025 on the Implementation of Electronic Systems in the Public Sector. This study aims to analyze the readiness of the Dadap Village Government to implement this policy. The study employs a descriptive qualitative approach using data collection techniques of interviews, observations, and documentation, and applies Thomas R. Dye's public policy theory, which encompasses three dimensions: policy content, implementation context, and actors or stakeholders. The results indicate that the Dadap Village Government has a fairly good understanding of the objectives of the Permenkomdigi policy; however, the utilization of policy instruments such as the village website and official domain has not yet been optimized. Policy implementation remains influenced by the social conditions of the community, which exhibit varying levels of digital literacy, as well as budget constraints and technical and administrative challenges. Regarding the actors involved, the Village Head demonstrates strong support; however, the roles of village officials and the village's digital media have not been organized optimally. It can thus be concluded that the Dadap Village Government's readiness to implement the Permenkomdigi policy is in a transitional phase toward the digitalization of public services, and still requires strengthening in the technical, institutional, and community participation aspects.

Keywords: Village Government Readiness; Ministry of Communication and Information Technology Regulation; Electronic System; Thomas R. Dye; Digital Public Services.

INTRODUCTION

Advances in information and communication technology have driven significant changes across various aspects of life, including the government sector (Ulayya, 2019). In addition to being a necessity in the modern era, digital transformation in government reflects bureaucratic reform aimed at adapting to the needs of the public, requiring the creation of systems that are more transparent, participatory, and responsive (Balaji, 2025; Djatmiko et al., 2025; Prasodjo, 2025; Sharmin & Chowdhury, 2025; Tkachenko et al., 2025). Village governments, as the level of government closest to the community, play a strategic role in ensuring the successful implementation of public service digitization policies, and are expected to leverage information technology to improve the quality of governance (Amanah & Mulka, 2026; Hajar & Arma, 2024; Kazlauskienė & Atkočiūnienė, 2025; Warahuwena et al., 2025).

The policies set out in the Regulation of the Minister of Communication and Digital Affairs of the Republic of Indonesia No. 5 of 2025 on Public-Sector Electronic System Operators (2025) reflect the government's commitment to strengthening the Electronic-Based Government System

(Sistem Pemerintahan Berbasis Elektronik, SPBE) down to the village level. Under this regulation, every village government is expected to develop and operate electronic systems such as official village websites, public service applications, and information systems that support transparency and accountability. The scope of Permenkomdigi No. 5 of 2025, Article 2, covers six main aspects: (1) registration of public-sector electronic system operators; (2) governance and moderation of electronic information; (3) blocking access to prohibited information; (4) administration of agency domain names; (5) data classification based on risk; and (6) guidance and supervision.

The readiness of village governments to implement this policy depends not only on human resources, but also on the availability of technology, organizational capacity, and policy support (Fiestiandani et al., 2026; Mayasari et al., 2023; Satibi & Rochaeni, 2023; Wahyudi et al., 2020). Village officials should possess sufficient digital skills to implement and utilize electronic systems in accordance with the provisions of the Ministerial Regulation, in order to improve administrative performance, enhance public service processes, and encourage community participation in village development (Miskan et al., 2024).

Dadap Village in Juntinyuat Subdistrict, Indramayu Regency, is a clear example of this phenomenon. Although the Permenkomdigi regulation has been enacted, this village has not yet been fully able to implement electronic systems in public services (Haerofiatna & Chaidir, 2023; Arief & Saputra, 2022). Limitations in technological equipment and low digital literacy among officials (Saputra et al., 2024) indicate that the village government's readiness to implement the policy still needs to be improved (Sharma et al., 2021). Consequently, public services in Dadap Village remain conventional and are still unable to address the community's need for services that are fast, accurate, and accountable (Sofyani et al., 2020; Aminah & Saksono, 2021).

Previous research conducted by Anisa Dwi Rahmawati and Didik G. Suharto (2024) examined the readiness of village officials to navigate the digitalization process in fostering village self-reliance, with the analysis primarily focusing on the general digital readiness of villages without linking it to specific national digital policies. This indicates a research gap — namely, the absence of studies examining the readiness of village governments to implement Permenkomdigi Regulation No. 5 of 2025 on Public-Sector Electronic System Operators. This study was therefore conducted to expand the scope of previous research by incorporating aspects of digital policy and the governance of village electronic systems as stipulated in the Permenkomdigi regulation.

The research urgency stems from the critical need to assess village-level readiness for mandatory digital public service regulations. As Permenkomdigi No. 5 of 2025 requires all village governments to register and operate electronic systems, understanding the barriers and enablers of implementation becomes essential for policymakers. Without empirical evidence on village readiness, national policies risk being ineffective or widening the digital divide between advanced and disadvantaged regions. This study addresses this urgency by providing a data-driven analysis from Dadap Village as a representative case study that can inform policy adjustments and capacity-building programs.

The novelty of this research lies in four aspects. First, this study applies Thomas R. Dye's public policy theory — encompassing the dimensions of content, context, and actors —

specifically to assess village government readiness for digital policy implementation, an approach rarely taken in village digitalization research. Second, this study focuses on the newly enacted Permenkomdigi No. 5 of 2025, which has not yet been studied empirically. Third, this study examines the context of Dadap Village — a coastal village in Indramayu Regency with specific socio-economic characteristics that influence digital adoption. Fourth, this study provides an integrated analysis of the technical, institutional, and social dimensions of readiness, moving beyond the single-dimensional assessments common in previous research.

This study adopts the policy perspective proposed by Thomas R. Dye (1992:328), which defines public policy as a government decision to implement or not to implement a particular measure. This perspective is relevant for analyzing the readiness of the Dadap Village Government to implement Ministerial Regulation No. 5 of 2025, as it helps assess the extent to which the village government chooses to act, make decisions, or conversely, fails to take the necessary steps required by the regulation. Given these issues, this study aims to analyze the level of readiness of the Dadap Village Government in implementing Permenkomdigi Regulation No. 5 of 2025, providing a clear picture of the factors supporting or hindering this readiness — including human resources, technological infrastructure, regulatory conditions, and community support.

METHODS

Research Approaches and Types

This study employs a descriptive qualitative method. This method was used to understand the readiness of the Dadap Village Administration to implement public-sector e-government systems through direct interaction. A descriptive approach was used to depict the actual state of the Dadap Village Administration's readiness regarding the Ministry of Communication and Information Technology regulation, based on field data.

Research Focus

The research focuses on analyzing the level of readiness of the Dadap Village government in Indramayu Regency in the context of implementing Permenkomdigi No. 5 of 2025 through Dye's theoretical indicators, which include policy content, context, and actors. Using this approach, the study assesses how the decisions and actions of the Dadap Village Government in preparing the competence of its officials and other supporting facilities influence the success of policy implementation. Through this, the study is expected to elucidate the actual conditions regarding the readiness of the village government in facing digital transformation.

Data Sources

Primary data was collected through interviews with the head of Dadap Village and village officials who serve as IT operators. Direct observations were made of government activities and the work patterns of staff at the Dadap Village Office. Documentation included photographs and activity logs. Additionally, photographs were taken during the interviews.

Secondary data was obtained from books and several scientific journals on civil service competencies, government digitization, and policy implementation, as well as Minister of Communication and Digital Affairs Regulation No. 5 of 2025 and other supporting data

Data Analysis

The data were analyzed using the Miles and Huberman Interactive Analysis Model, which includes Data Reduction—where data from interviews, observations, and documentation were selected and grouped based on research themes, specifically civil servant competencies and digital readiness—and Data Presentation—where data were presented in the form of narratives, tables, and thematic descriptions to help researchers identify connections between findings. Drawing Conclusions: Conclusions were drawn based on patterns and key findings regarding the readiness of the Dadap village government to implement policies. Data verification was conducted repeatedly to ensure the accuracy of the findings; and Triangulation: Triangulation of sources and methods was used to ensure the validity of the data by comparing the results of interviews, observations, and documentation.

The data obtained in this study underwent validity testing using source triangulation and methodological triangulation. Source triangulation involved comparing information obtained from Dadap village officials and relevant personnel. Meanwhile, methodological triangulation was conducted by combining the results of interviews with the Dadap village head, observations at the Dadap village office, and documentation to ensure the overall consistency of the data.

RESULTS AND DISCUSSION

Research Results

The results of interviews and observations, analyzed using R. Dye’s public policy theory—which comprises three dimensions: policy content, context, and actors/stakeholders—indicate that the implementation of Ministry of Communication and Informatics Regulation No. 5 of 2025 on the operation of public electronic systems in Dadap Village has not yet been fully optimized, and there remain gaps in its implementation on the ground.

Content Of Policy

Based on the results of the research conducted by the researcher—specifically regarding the “Content of Policy” indicator, as indicated by interviews with the village head of Dadap concerning the content of Minister of Communication and Digital Affairs Regulation No. 5 of 2025—which pertains to public-sector electronic system operators and aims to promote the delivery of electronic-based public services in an effective, efficient, and accountable manner, thereby extending to the village government level.

First, regarding the policy objectives, based on interviews with the village head of Dadap, it was found that understanding of the objectives of the Permenkomdigi regulation is generally good. The Village Head of Dadap also stated that this policy is not entirely new, but rather a reinforcement of existing village service practices that had already been moving toward the use of electronic systems, both in financial management and in village administration. This indicates that the policy objectives have been understood in line with the intent of the Permenkomdigi policy.

The second aspect of the policy instrument—the village website and the use of an official domain name—has not yet been fully optimized. The Village Head of Dadap stated that the village

had previously held a domain since 2018; however, they have since created a new domain three times, yet these domains remain inaccessible due to technical issues and budget constraints regarding domain renewal, resulting in the domains being inaccessible or expired. However, the challenges are not limited to budget constraints but also involve website hosting, according to the previous domain administrator. The village's electronic services manager explained that the previous domain was managed by a third party that did not grant hosting account access to the relevant village operators, thereby hindering website management and preventing renewal. However, as of now, Dadap Village has a new village domain name created in 2025; however, this domain has not yet been registered or published in accordance with applicable policy regulations. Consequently, the village domain remains inaccessible to the general public. Nevertheless, residents of Dadap Village can still access it on a limited basis if they obtain a direct access link from village officials.

The third aspect, when viewed from the perspective of policy objectives, indicates that the policy targets have not yet been fully and evenly achieved. Village officials, as policy implementers, have begun to adapt to electronic-based systems, such as online correspondence. However, at the community level in Dadap Village, there are still certain groups—particularly the elderly—who have not yet adapted to using online services. Thus, it can be said that some residents of Dadap Village still rely on manual services because digital literacy levels remain varied.

Context (Policy Implementation Context)

Based on the results of the research conducted by the researcher—specifically regarding the context indicator (policy implementation context)—as indicated by interviews on the implementation context of Minister of Communication and Digital Affairs Regulation No. 5 of 2025, which pertains to public-sector electronic system operators, several administrative services in Dadap Village have been digitized in support of this regulation.

The first aspect of the social context indicates that the community is a key factor in policy implementation. Interviews with the village head of Dadap and the village's electronic services staff revealed that digital literacy levels in Dadap Village remain inconsistent. Some residents have been able to utilize electronic services, but there are still some who use services manually. This situation indicates that the implementation of the Ministry of Communication and Information Technology regulation in Dadap Village has not yet been uniformly applied to all segments of the community. This is because, even before the implementation of this regulation, Dadap Village already had electronic services, yet many of its residents were still unaware of the availability of digital services.

The second aspect of the economic conditions surrounding the implementation of the Ministry of Communication and Information Technology regulation in Dadap Village is still influenced by the village's limited funding capacity. According to the village head of Dadap, although the Dadap village government has made efforts to provide technological infrastructure, budgetary support still requires coordination with the Indramayu regency government. Budgetary constraints in the economic sphere indicate that the provision and maintenance of technological tools—such as the village website and technological networks—are not yet optimal.

The third aspect of the political conditions regarding the implementation of the Permenkomdigi policy in Dadap Village is that it has received strong support from the village head. The village head of Dadap has openly expressed support for the implementation of this policy, as it is seen as capable of improving efficiency and reducing village expenditures. This political support serves as a crucial moral boost in driving the readiness for the implementation of the Permenkomdigi policy, even though it has not yet been accompanied by technical and structural readiness. One form of this support is that, according to the village head's electronic staff, communication has already taken place with village staff regarding the initiative to implement this Permenkomdigi policy. However, despite the political support from the village head, there is still no certainty regarding the exact timing of the policy's implementation; consequently, this support has not yet been fully accompanied by structured technical steps

Regarding the fourth aspect of administrative conditions, the Dadap village government has essentially begun implementing electronic systems in village administrative services. Although Dadap village already has digital administrative services, their implementation does not yet comply with the standards set forth in Minister of Communication and Digital Affairs Regulation No. 5 of 2025. Furthermore, the current absence of a dedicated institutional structure in Dadap Village to manage the village website, coupled with technical challenges in the internet network, indicates that administrative readiness still needs to be strengthened. Given these conditions, the implementation of electronic systems within the public sector remains suboptimal, as outlined in the Minister of Communication and Digital Affairs Regulation

Stakeholders

Based on the results of the research conducted, specifically regarding the Stakeholders (Policy Makers) indicator, interviews revealed that policy makers are parties directly or indirectly involved in policy implementation. The research findings indicate that the key actors in the implementation of the Permenkomdigi policy in Dadap Village include the Village Head, village officials, and the community.

The first aspect concerns leadership: the Village Head of Dadap plays a key role in driving the implementation of Minister of Communication and Digital Affairs Regulation No. 5 of 2025. The results of the interview with the Village Head indicate strong support for this policy, both through political stance and through coordination with the Indramayu Regency government regarding funding and planning. The role of this village leader is therefore a crucial factor in determining the direction and sustainability of policy implementation at the village level.

The second aspect concerns village officials. According to interviews, some officials in Dadap Village have been able to operate electronic devices and have begun to adapt to digital-based services. However, the Dadap Village administration has not yet assigned a specific role for a village website administrator, which has become one of the obstacles in implementing this policy. The village officials previously responsible for managing the website have had their duties reassigned, meaning that the management of the village website has not yet been running optimally. This situation indicates that the role of village officials as policy implementers still needs to be institutionally strengthened.

The third aspect concerns the community. In this context, the residents of Dadap Village are both actors and beneficiaries of policies regarding the implementation of electronic systems in the public sector. Interview results indicate that the readiness of the Dadap village community to accept electronic-based services remains varied. Some community members have already utilized digital administrative services, such as correspondence via WhatsApp; however, others — particularly the elderly — still require manual services due to limited ability to use technology. This indicates that the level of community participation as service users has not yet been fully optimized.

The fourth aspect involves the media, which serves as a supporting actor playing a crucial role in disseminating policy and public service information. Based on interview findings, the Dadap Village website currently exists but has not yet been registered in accordance with the Permenkomdigi regulations; however, it can already be accessed by villagers who request a link from village officials. Since the website has not been registered in accordance with the policy, these services can only be accessed by those who already possess the link. Other media platforms, such as Facebook and Instagram, are also used as communication tools for disseminating information to the public. This situation results in limited information reach and the underutilization of digital media as part of the implementation of the public electronic system, as mandated by the Permenkomdigi regulation.

The implementation of public-sector electronic systems is one of the village government's efforts to support digital-based public services, as stipulated in Minister of Communication and Digital Affairs Regulation No. 5 of 2025. According to Thomas R. Dye, public policy is a choice the government makes to implement or not to implement a particular measure. In the context of Minister of Communication and Digital Affairs Regulation No. 5 of 2025, the readiness of the Dadap Village Government can be assessed by the extent to which the village government chooses to understand, provide for, and implement the policy on public-sector electronic systems. The following is an analysis of the Dadap Village Government's readiness using Dye's theory across three indicators.

Regarding the content of policy, Thomas R. Dye holds that policy content relates to its objectives, the instruments used, and the target groups the policy aims to influence. Policy content is a critical factor because it determines the extent to which the policy can be understood, accepted, and implemented by both implementers and the target audience. The clearer the policy's objectives and instruments, the greater the likelihood that the policy will be implemented effectively. The content of Minister of Communication and Digital Affairs Regulation No. 5 of 2025 pertains to public-sector electronic system operators, aiming to facilitate the delivery of public services based on electronic systems in an effective, efficient, and accountable manner, extending down to the village government level.

Based on the findings presented above, it can be concluded that the Dadap Village Government's readiness regarding the content of Permenkomdigi No. 5 of 2025 is fairly good, though it remains weak in terms of utilizing policy instruments and fully achieving the target objectives. The research findings indicate that, substantively, the objectives of Permenkomdigi

No. 5 of 2025 have been understood quite well by the Dadap Village Government. The Village Head views this policy not as an entirely new initiative, but rather as a reinforcement of existing village service practices that had already been moving toward the use of electronic systems. However, field findings reveal a gap between the policy's objectives and actual implementation practices. The challenges lie in the use of the official domain, which has not yet been optimally utilized due to technical limitations in hosting, as well as budget constraints that prevent the village website from remaining accessible and from having its active period extended. As a result, Dadap Village currently does not have an official village domain name in accordance with the Permenkomdigi policy, meaning that the village government's readiness to implement this aspect of the policy is still not optimal.

This situation is consistent with Dye's view that policies are not evaluated solely based on their stated objectives, but rather on the extent to which they are actually implemented. Overall, the policy content dimension in the implementation of Permenkomdigi No. 5 of 2025 in Dadap Village has not been optimal. Although the policy objectives have been understood and supported by the Village Head and officials, limitations in policy instruments have led to a gap between the policy's content and its implementation in practice.

Context (Policy Implementation Context)

According to Dye's theory, policy context refers to the social, administrative, economic, and technical conditions that influence the policy implementation process. A supportive context will strengthen policy implementation, whereas an unsupportive context can act as a barrier even if the policy has been well-designed.

Based on the presentation of the research results above, the author's analysis indicates that the context for implementing the Ministry of Communication and Information Technology regulation in Dadap Village is not yet fully ready. The community's heterogeneous level of digital literacy, the village's economic limitations, and administrative constraints are the primary barriers. Nevertheless, political support from the Village Head serves as a supportive factor that can be leveraged to drive improvements in policy implementation. Therefore, a policy adjustment strategy is needed that takes into account the community's social conditions, strengthens the village's economic and administrative capacity, and optimizes the role of village leadership so that the policy can be implemented more effectively. The research findings indicate that, fundamentally, the administrative context of the Dadap Village Government has supported the implementation of electronic systems. This is evident from the use of administrative systems that have already been digitized. However, field conditions reveal significant challenges in both the social and technical contexts. The varying levels of digital literacy among the community remain a key challenge in the comprehensive implementation of electronic services. Some residents in Dadap Village still prefer manual services, perceiving them as easier, even though digital services are more efficient. Additionally, the internet network remains unstable, and some residents in Dadap Village are still unaware of the availability of digital administrative services. Consequently, although the administrative context is relatively supportive, the social and technical contexts in Dadap Village

are not yet fully conducive, thereby affecting the village government's readiness to implement the Ministry of Communication and Information Technology Regulation optimally.

This situation indicates that, although there is initial administrative support, the context for policy implementation is not yet fully conducive. In line with Dye's view, even good policies will struggle to function optimally if the social and technical context is not supportive. Overall, the "context" dimension of the implementation of the Permenkomdigi policy in Dadap Village has not been effective because there are still structural, social, and economic barriers affecting policy implementation on the ground.

Stakeholders

According to Dye, actors and stakeholders are the parties that play a role in the implementation of policies. The success of a policy is largely determined by the actors' ability to fulfill their roles, establish coordination, and support the policy's objectives.

According to the presentation of the research findings above, the study indicates that the Village Head of Dadap serves as the primary actor in the implementation of the Permenkomdigi policy. The Village Head of Dadap has demonstrated strong support for the digitization of public services. The Village Head of Dadap has also established direct coordination with the Indramayu Regency government regarding this policy. Additionally, village officials act as policy implementers at the operational level. Interview results indicate that some village officials in Dadap have the ability to use electronic devices, particularly in administrative tasks. However, field findings also reveal that there is no specific division of duties for managing the village website, as the previous website had become inoperable; consequently, the officials previously responsible for it have now shifted to serving as electronic operators. This constitutes the primary obstacle to policy implementation readiness. On the other hand, the community, as both the target and a supporting actor for the policy, demonstrates a relatively supportive attitude toward the digitization of public services; however, limited digital literacy results in low community participation in the use of electronic services. Village social media platforms such as Facebook and Instagram are primarily used as communication tools, not as digital public services.

CONCLUSION

The results of this study indicate that the Dadap Village Government's readiness to implement Ministerial Regulation No. 5 of 2025 is not yet fully optimal, as it continues to face a number of challenges in implementation. The analysis employs Thomas R. Dye's public policy theory, which comprises three main dimensions: content of policy, context of policy, and actors/stakeholders. Regarding the content of policy dimension, although the Village Head of Dadap fundamentally understands the objectives of the Permenkomdigi policy, the utilization of policy instruments has not yet been optimal, as evidenced by the absence of an official website in accordance with the policy. In the context of policy dimension, support for the implementation of the electronic system has begun to emerge; however, the instability of internet connectivity remains a significant barrier to ensuring readiness for policy implementation. In the actors/stakeholders dimension, the Village Head of Dadap demonstrates relatively strong support

for the Permenkomdigi policy; nevertheless, the current lack of a dedicated role for managing the village website prevents the policy from being implemented to its full potential. Based on these findings, it can be concluded that the readiness of the Dadap Village Government to implement Permenkomdigi No. 5 of 2025 still requires preparation in several key aspects, and that appropriate steps are therefore needed to enhance Dadap Village's readiness in implementing this policy.

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