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Inclusive Driver's License Service Model Based on the Needs of Local Communities

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Abstract

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The research analyzed the implementation of Driver's License services at the Gorontalo City Police. The research uses a qualitative approach of case studies through in-depth interviews, observations, and document analysis, data is analyzed thematically based on the dimensions of individual, group, and social well-being (Anderson et al. 2013). The results of the study showed that there was a gap between Standard Operating Procedures and field practices, characterized by inconsistencies in service times, irregular queues, fraudulent practices, lack of assistance for vulnerable groups, and limited disability-friendly facilities. This condition has an impact on increasing individual stress and dissatisfaction, inequality of access between groups, and declining public trust in service institutions. Based on these findings, this study formulated an Ideal Model of Well-Being & Public Value-Based Driver's License Services (Fathya et al., 2025), which integrates: (1) procedural transparency and accountability; (2) equality and inclusivity of access, including for persons with disabilities and vulnerable groups; (3) responsiveness and empathy of officers; (4) a fair queue system and free of trade intervention; and (5) collaboration with social organizations as mediators of community needs. This model emphasizes that the quality of services is not only measured by operational efficiency, but also by its ability to generate public value in the form of access justice, citizen satisfaction, and strengthening trust between the state and society. This research contributes to expanding the application of transformative approaches in the context of public services at the local level.

Introduction

Public services are one of the main functions of the government in meeting the basic needs of citizens and guaranteeing their social rights. In the modern public administration paradigm, public services are no longer understood simply as administrative processes, but as interactions that aim to create public value. The government is required to provide services that are fair, accessible, accountable, and able to improve people's welfare. One form of service that has a direct impact on security, order, and social mobility is the Driver's License service. It is said (Osborne et al., 2013) that modern public services need to adopt a *service-dominant logic paradigm*, which is an approach that focuses on creating shared value between service providers and users, rather than just bureaucratic efficiency.

Good public services are not just the delivery of goods or documents, but a strategic process that creates public value, namely social benefits, security, justice, and public trust that become the legitimacy and effectiveness of government. When public services are effective, governments are able to fulfill citizens' rights, strengthen legal compliance, ensure access to essential services, and enhance legitimacy through a fair and reliable user experience. Theoretically, the Public Service Logic paradigm emphasizes that the focus of public management must shift from mere input outputs to value creation for service users and society. The PSL emphasizes the collaborative role between service providers, users, and other stakeholders in the value creation process, meaning that service quality is measured not only by bureaucratic efficiency, but by the extent to which services meet the real needs of citizens. This principle is relevant to explain why services are designed in line with user experience, accessibility, and accountability.

In line with that, Voorberg et al. (2017) emphasized the importance of citizen involvement in the process of designing and implementing public services through the concept of co-creation. In the context of inclusivity, this involvement is very important so that the needs and barriers of the community can be accommodated in the service system. The issue of inclusive public services is increasingly a concern in contemporary public administration studies. The current paradigm of public services is no longer only oriented towards administrative efficiency and effectiveness, but also emphasizes aspects of justice, accessibility, and community participation, including vulnerable groups such as people with disabilities, the elderly, women, and people with social and economic limitations. Reliability is important in meeting social needs so that it can create quality services.

Inclusive public services, reliability are measured not only by punctuality and procedural accuracy, but also by the ability of the apparatus to ensure equal access for all citizens without discrimination. SIM service officers are expected not only to work quickly and precisely, but also to ensure that every applicant, including people with disabilities and vulnerable groups, gets the same opportunity to complete the service process in accordance with applicable regulations. Efforts such as the mobile SIM program and the opening of service units in various regions show the government's commitment to expanding public access to public services. However, challenges still arise in terms of the availability of disability-friendly facilities, practical exam assistance, and the provision of inclusive service information, which shows that the reliability of services does not only depend on administrative efficiency, but also on social empathy and access to justice as a form of public services oriented towards human values and equality.

An overview of the successful implementation of services in developed countries on the effective Driver's License (SIM) service is the UK, through *the Driver and Vehicle Licensing Agency* (DVLA), which collaborates with the police in the process of verifying driver data. Through the integration of the digital system between the DVLA and *the Home Office*, police officers can access the data and photos of driver's license holders directly in the field, speeding up the inspection process by up to 66% and saving more than 14,000 man-hours per year. This innovation not only improves the efficiency and reliability of services but also strengthens public trust through transparency and data accuracy (www.gov.uk). Australia is also a

developed country that has successfully implemented a modern and inclusive Driver's Licence (SIM) management service through Service NSW under the coordination of *Transport for New South Wales* (TfNSW). Australia's driver's license service system is digitally integrated, where people can apply, renew or replace driver's licenses through online portals and Service NSW App applications that are directly connected to the state police (service.nsw.gov.au).

Services in regions in Indonesia, such as in Palu, the City Resort Police (Polresta) implemented the Precision National SIM (SINAR) application as part of public service reform. Research shows that the innovations that are applied are quite effective in increasing speed, transparency, and public access to SIM services (Putri & Royfandi, 2025). Furthermore, the City of Surabaya, through the innovation of SIM Corner and the integration of the Digital Korlantas POLRI, has succeeded in providing services that are fast, transparent, and easily accessible to people from various walks of life (Handrian & Novita, 2025). The advantage of the implementation of the Precision National SIM (SINAR) service in South Tangerang City lies in increasing the efficiency, transparency, and accessibility of digital-based public services. Through this application, people no longer need to spend hours at the SATPAS office, because the SIM renewal process can be done online and independently without having to be present in person except for biometric verification (Wulan et al., 2023).

Based on previous studies that have made important contributions, these studies are still oriented towards service performance, such as efficiency, speed, and transparency, and have not explicitly examined the transformative impact of services on user welfare. Aspects of the specific needs of local communities, especially vulnerable groups such as people with disabilities, the elderly, and people with limited digital literacy, have not been the main focus in the development of SIM service models. This study adopts the framework of Transformative Service Research (TSR) as stated by Anderson et al. (2013), which assesses public services not only as an administrative process, but as an instrument of social transformation. This study analyzes SIM services from the perspective of individual well-being, group well-being, and social well-being, and designs an inclusive SIM service model based on the needs of local communities. The novelty of this research (*State of the art*) lies in the shift in focus from mere digital innovation to services oriented towards welfare, inclusivity, and social justice in the local context.

The purpose of the research is to analyze the implementation of Driver's License services at the Gorontalo City Police in the framework of a transformative analysis of public services. Departing from problems found in the field and supported by academic studies, this research aims to design a SIM service model that is inclusive and responsive to the needs of the local community in Gorontalo City.

Method

This study uses a qualitative approach with a case study design, which aims to understand in depth the implementation of Driver's License (SIM) services at the Gorontalo City Police in the context of the needs of the local community. This approach was chosen because it allows researchers to explore the dynamics of public services, interactions between service providers and users, and people's subjective experiences in accessing driver's license services. The research analysis framework refers to the perspective of Transformative Service Research

(TSR), which places service as an instrument to improve the well-being of individuals, groups, and society at large.

Data collection techniques are carried out through in-depth interviews, direct observation, and document analysis. Interviews were conducted purposively with key informants consisting of driver's license service officers, heads of related work units, and driver's license applicants from various social backgrounds, including vulnerable groups such as people with disabilities, the elderly, and people with limited digital literacy. Observations are carried out to directly observe the flow of services, the interaction of officers with applicants, and the availability of facilities and infrastructure to support inclusive services. In addition, document analysis includes regulations, standard operating procedures (SOPs), and internal policies related to driver's license services.

Data analysis is carried out using thematic analysis techniques, through the stages of data reduction, data presentation, and a conclusion drawn. The data obtained is coded and categorized based on the dimensions of TSR, namely individual well-being, group well-being, and social well-being, as well as aspects of local community needs. This analysis process aims to identify the gap between the existing service design and the real needs of service users, as well as explore service practices that have transformative potential.

Ensuring the validity of the data, this study applies the triangulation technique of sources and methods, as well as conducting member checks on selected informants. The results of the analysis were then used as a basis for formulating an inclusive SIM service model based on the needs of the local community, which was arranged conceptually and contextually in accordance with the social, cultural, and institutional characteristics in Gorontalo City. The resulting model is expected to be not only normative but also applicable and can be adapted by other regions with similar characteristics.

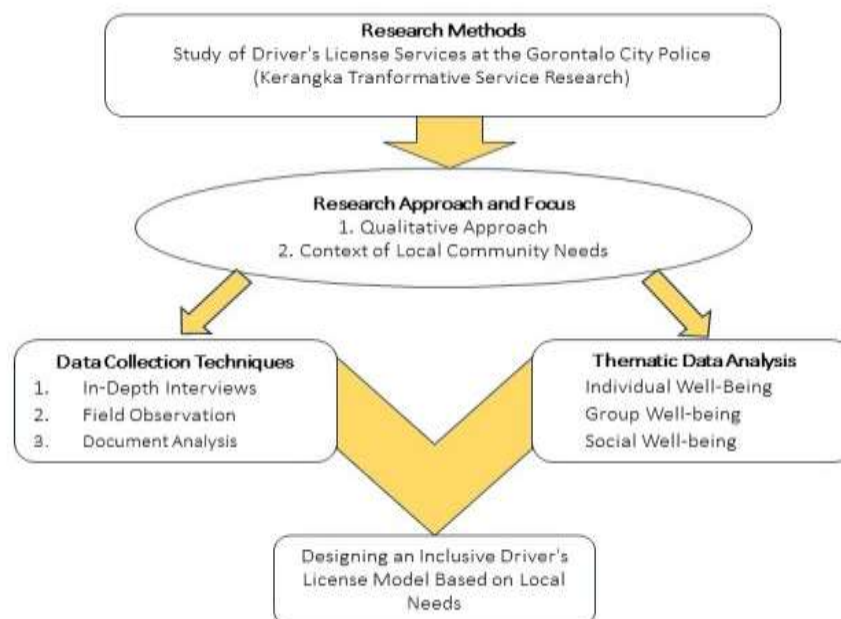


Figure 1. Research Motto (Dukeshire & Juniver, 2002)

Research and Discussion Results

In Gorontalo City, the Gorontalo City Police SIM service has a clear Standard Operating Procedure and regulates the flow of services starting from registration, verification, theory exams, practical exams, to the issuance of driver's licenses. The SOP is designed to ensure that the service process takes place in an orderly, measurable, and accountable manner. However, the results of preliminary observations show that there is a gap between normative procedures and practice in the field. Phenomena such as applicants who are prioritized without queues, the existence of brokers, inconsistencies in service stages, lack of disability-friendly facilities, and the limitations of officers in providing assistance for vulnerable groups are indications of exclusive service practices. This condition shows that the implementation of services has not fully accommodated the principles of justice and equal access.

Types of Driver's License Services The Gorontalo City Police has several types of services, namely the issuance of New and renewal of SIM A (Sedan Car), C (Two-Wheeled) and D; Improvement and Renewal of SIM Groups (A General, B I (Small Trucks & Small Buses), B I General, B II (Articulated/Heavy Vehicles), B II General; Replacement of Sims due to damage or loss; Issuance of a driver's license due to revocation of a driver's license (A and C); and Driver Data Changes. The SIM services that are the focus of this research are the issuance of new and extended SIM A, C, and D, which are more served by service parties at the Gorontalo City Police. The Gorontalo City Police SIM service refers to the data obtained based on the following Standard Operating Procedures:

Table 1. Standard Operating Procedures for Issuance of New Sims A, C and D

NO	KEGIATAN	Pilih Pendaftaran	Klasir	Pilih Jenis	Verifikasi & Identifikasi	Pilih Penerimaan	Pilih Uji Teori	Pilih Uji Praktis 1	Pilih Uji Praktis 2	Pilih Cekas SIM	Pilih Penerimaan SIM	Pilih Anjay	Harungkapian	Waktu	Output	REK
1	Menerima dan menyalurkan kelengkapan berkas persyaratan peserta uji SIM	MULAI											Formulir, identitas KTP/KITAS Paspor, Surat Rad, Surat Komputer dan alat transportasi/jalan	20 Menit	Kelengkapan administrasi persyaratan peserta uji SIM sesuai kebutuhan	
2	Menerima dan menyalurkan hasil pendaftaran SIM baru												Keputusan ujian	20 Menit	Pelaksanaan pendaftaran	
3	Memeriksa data peserta uji SIM baru													30 Menit	Ujian, data sesuai jenis permohonan SIM dan dokumen peserta	
4	Melaksanakan data peserta uji SIM dengan data yang telah diinput ke sistem komputer dan data yang diinput ke sistem komputer												Harmonisasi data sistem komputer, perbaikan sistem	15 Menit	Harmonisasi data sistem komputer dan harmonisasi data sistem komputer	
5	Melaksanakan pengisian formulir pendaftaran												Buku dan video Uji dan SIM baru	30 Menit	Pengisian dan pengisian buku dan video Uji dan SIM baru	
6	Melaksanakan uji teori kepada peserta uji SIM, jika tidak lulus sampai 3 kali berturut-turut maka peserta uji SIM harus mengikuti pelatihan PTSP						Ya	Tidak					Harmonisasi dan harmonisasi uji SIM	30 Menit	Harmonisasi dan harmonisasi uji SIM	
7	Melaksanakan uji praktik kepada peserta uji SIM, jika tidak lulus sampai 3 kali berturut-turut maka peserta uji SIM harus mengikuti pelatihan PTSP						Ya	Tidak					Harmonisasi dan harmonisasi uji SIM	1 Jam	Harmonisasi dan harmonisasi uji SIM	
8	Melaksanakan uji praktik kepada peserta uji SIM, jika tidak lulus sampai 3 kali berturut-turut maka peserta uji SIM harus mengikuti pelatihan PTSP						Ya	Tidak					Harmonisasi dan harmonisasi uji SIM	1 Jam	Harmonisasi dan harmonisasi uji SIM	
9	Melaksanakan pengisian SIM baru yang telah selesai diinput ke sistem komputer												Printer cetak, pel cetak	10 Menit	SIM cetak dengan harmonisasi	
10	Melaksanakan pengisian SIM baru yang telah selesai diinput ke sistem komputer												Buku buku SIM	5 Menit	SIM baru dengan harmonisasi	
11	Melaksanakan pengisian SIM baru yang telah selesai diinput ke sistem komputer												Harmonisasi SIM baru yang telah selesai diinput ke sistem komputer	10 Menit	Harmonisasi SIM baru yang telah selesai diinput ke sistem komputer	
12	Pengisian dan penyaluran berkas persyaratan peserta uji SIM												Harmonisasi SIM baru yang telah selesai diinput ke sistem komputer	10 Menit	Harmonisasi SIM baru yang telah selesai diinput ke sistem komputer	

Source: Gorontalo City Police Directorate

SOP data serves as a reference for work standards to ensure that the SIM issuance process runs in an orderly, measurable, transparent, accurate, and accountable manner, while facilitating supervision and evaluation of service performance. Although the SOP is designed to ensure orderly, measurable, transparent, accurate, and accountable SIM services, in practice, there is often a problem of exclusive services, namely services that are not provided fairly to all applicants, but only to certain parties who receive special treatment. The SOP function

should ensure the same flow for all applicants. However, when in the field, there are practices such as prioritizing certain applicants, bypassing the theoretical test stage or practice test, the presence of brokers entering without a queue, and special acceleration without a basis.

Table 2. Operational Standard Sim Renewal Procedures A, C and D

NO	KEGIATAN	PELAKSANA						MUTU BAKU			KET	
		Petugas Pendaftaran	Kasir	Petugas Entry	Verifikasi & Identifikasi	Petugas Cetak SIM	Plak Pasokan SIM	Petugas Antri	Kelengkapan	Waktu		Output
1.	Menerima dan memeriksa kelengkapan berkas persyaratan perpanjangan SIM	MEJA							Komputer, Identifikasi KTP/IKTAS/Paspor, surat keterangan sehat, SIM lama	10 Menit	Kelengkapan administrasi persyaratan perpanjangan SIM sesuai ketentuan	
2.	Menerima pembayaran PHBP perpanjangan SIM								Komputer dan alat pembayaran tunai	10 Menit	Pelaksanaan pembayaran PHBP	
3.	Input entry data peserta perpanjangan SIM								Komputer online	10 Menit	Entry data sesuai jenis permohonan perpanjangan SIM dan identitas peserta	
4.	Memasukkan data peserta perpanjangan SIM dengan data yang telah diinput, serta pengambilan foto, sidik jari dan tanda tangan								Kamera, Ruang foto, sidik jari, sidik jari	5 Menit	Identifikasi dan lenterifikasi peserta perpanjangan SIM	
5.	Melaksanakan pemotretan perpanjangan SIM								Printer cetak, pel cetak	5 Menit	SIM dicetak dengan sempurna	
6.	Penyerahan SIM kepada peserta perpanjangan SIM								Buku tanda terima	5 Menit	SIM diterima peserta perpanjangan	
7.	Pengantaran berkas persyaratan perpanjangan SIM								Ruang tempat antri	10 Menit	Dokumen pengemudi SIM telah disiapkan dengan baik dan benar	

Source: Gorontalo City Police Directorate

The data in the SOP for SIM Renewal A, C, and D shows a standard, measurable, and transparent service flow starting from registration, payment, data entry, biometric identification, printing to filing, complete with time standards, completeness, and output at each stage. However, when compared to field conditions, this SOP is actually an important tool to identify the existence of exclusive services, because any deviation, such as applicants being expedited without queues, verification bypasses, or not through biometric retrieval, indicates a discrepancy between the actual process and the established standards.

SIM services in Gorontalo City still face various problems that have an impact on the welfare of individuals, groups, and the community at large.

1 Individual well-being

At the *individual well-being* level, applicants experience service uncertainty due to incompatibility with SOPs and field practices, inconsistent service times, lack of assistance, and lack of disability-friendly facilities, causing discomfort, stress, and dissatisfaction. These findings are in line with a study in the public transport sector in the City of Tshwane by Duri & Luke (2025), which showed that inconsistent service times, lack of information, and the absence of disability-friendly facilities increase discomfort and worsen the experience of service users with disabilities. These conditions not only hinder mobility but also have an impact on the well-being of individuals and their socio-economic participation. In addition, the study (Reindrawati et al., 2025) stated that even though standards and regulations have been available, the implementation of disability-friendly services is still minimal and oriented towards formal compliance, with low empathy, responsiveness, and the quality of assistance. Service inconsistencies and weak enforcement of such standards contribute to an

uncomfortable user experience, increase stress, and decrease the satisfaction and well-being of individuals with disabilities.

Furthermore, the study (Liu & Salari, 2024) on fair stochastic facility location takes into account the consensus, that the application of the principle of justice is able to significantly increase the level of justice with a relatively limited impact on service quality. These findings reinforce the argument that service uncertainty, long queues, and access inequality experienced by applicants, including people with disabilities, are consequences of unfair service design, which ultimately impacts an individual's decline in well-being.

2 Group well-being

From the perspective of *group well-being*, there is an inequality of access and treatment between groups, where applicants who follow official procedures are often disadvantaged by the presence of brokers, while vulnerable groups such as people with disabilities, marginalized residents, and low-income communities face barriers to access and a lack of inclusive facilities. These findings show that from the perspective of group well-being, inequality in access to public services stems not only from individual limitations, but also from service structures that open up space for informal practices such as prostitution. The existence of brokers creates unequal treatment between groups, where applicants who follow official procedures are actually at a disadvantage. At the same time, vulnerable groups such as people with disabilities, marginalized people, and low-income communities face greater barriers to access due to limited information, economic capacity, and a lack of inclusive facilities. This condition shows that the public service system has not been fully designed to ensure the welfare of groups in a fair and equal manner (Suryani & Andari, 2023).

As for the findings (Nero et al., 2023), social service organizations play an important role as intermediaries between vulnerable groups and public authorities. These organizations have contextual knowledge of client needs and barriers that are often not accommodated in formal service systems. When such knowledge is ignored, service policies and procedures reinforce inequality of access between groups. This study shows that social service organizations carry out a bottom-up advocacy function by voicing clients' needs to the authorities for more inclusive policies. In addition, organizations play a top-down role in translating and delivering official information to clients who face limited access and procedural understanding. The effectiveness of this mediation role relies heavily on the long-term, trust-based relationship between the organization and the client. On the contrary, the absence of formal collaboration protocols with authorities is a major obstacle to realizing fair services. This condition encourages vulnerable groups to rely on informal mechanisms to access services. Therefore, the integration of social service organizations into the public service system is key to strengthening inclusivity and group well-being.

3 Social well-being

At the level of *social well-being*, exclusive service practices, orderly queues, and normalization of the use of brokers reduce public trust in driver's license services, trigger social tension in service spaces, and weaken the culture of legal compliance of the community. Overall, these three indicators show that SIM services have not fully created fair, transparent, and inclusive public value. These findings are in line with the opinion of Qin et al. (2025), who

examined citizen expectations about public services, showing that public expectations of the quality, performance, responsiveness, and accountability of public services are key determinants in shaping trust and satisfaction of service users. The inability of institutions to meet these expectations, including simply providing structured, clear, and equal access to services for all levels of society, implies a gap between citizens' expectations and bureaucratic practices on the ground.

The disorder of queues, exclusive service practices, and normalization of the use of brokers in the service of issuing driver's licenses are not just bureaucratic operational problems, but reflect more fundamental problems in public service delivery, namely the low level of procedural transparency, unequal access, and the erosion of public trust in the state as a service provider. In the context of public services, poor service quality is consistently found to be one of the factors that weaken the perception of justice, government credibility, and institutional legitimacy (Hsu, 2025).

Based on these findings, it can be emphasized that the issue of exclusive services, irregular queues, and fraudulent practices in driving license services not only has an impact on the individual experience of applicants, but also has structural implications for social well-being. When service procedures are not managed transparently and equally, the public service space transforms from an arena of administrative service to an arena of access competition, which has the potential to create social tension and reinforce perceptions of injustice. In this context, social well-being is no longer interpreted simply as a collective satisfaction of services, but as a condition in which interaction between citizens and the state takes place in an atmosphere of trust, equality, and institutional legitimacy.

The overall findings of the study recommend the ideal model for the implementation of driver's license services at the Gorontalo City Police Based on Well-Being and Public Value, as in the following visualization:

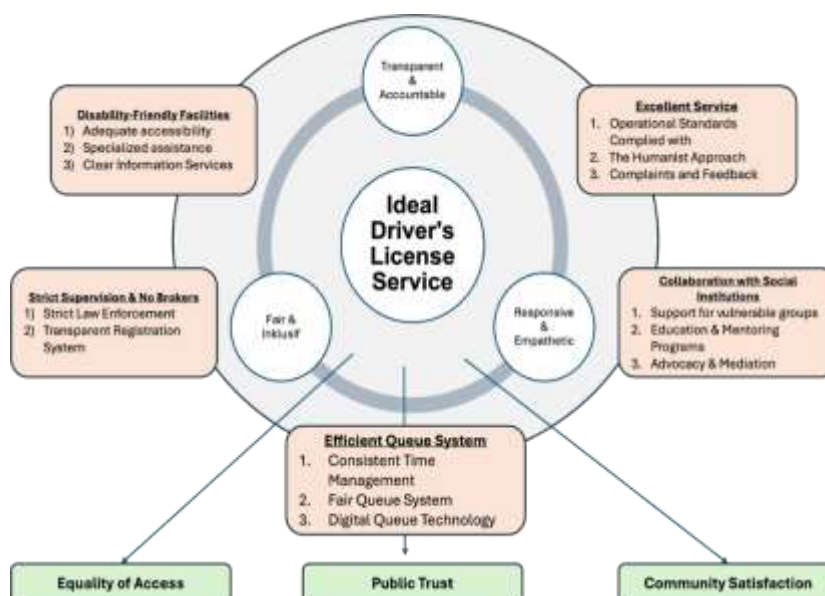


Figure 2. The ideal model of Well-Being & Public Value-Based SIM Services

The ideal model of Well-Being and Public Value-Based SIM Services is a public service governance framework that places the issuance of Driver's Licenses not just as an administrative process, but as a mechanism for creating public value through improving welfare at the individual, group, and community levels. This model emphasizes integration between procedural transparency and accountability, fairness and inclusivity of access (including for persons with disabilities and vulnerable groups), responsiveness and empathy of officers, an efficient queue system free of broker intervention, and collaboration with social institutions as mediators of citizens' needs. The governance reforms increase the perception of certainty and procedural fairness, which in turn reduces administrative stress, strengthens equality between groups, and builds public trust and institutional legitimacy. Thus, the quality of SIM services is measured not only from operational efficiency, but also from its ability to generate public value in the form of equal access, community satisfaction, and strengthening trust relations between the state and citizens.

Conclusion

This study shows that the implementation of Driver's License services at the Gorontalo City Police has not fully realized the principles of inclusive and transformative public services. Although the Standard Operating Procedures have been clearly drafted, empirical findings reveal gaps between normative provisions and practices in the field, such as queue disorders, the existence of brokerage, inconsistency of service times, and limitations of disability-friendly facilities. This condition shows that the service is still administratively and procedurally oriented, not fully oriented to the creation of public value.

From the perspective of Transformative Service Research, these problems have an impact on various dimensions of welfare. At the individual level, procedural uncertainty and inconsistent treatment create stress and dissatisfaction. At the group level, access inequality is felt more by vulnerable groups, including people with disabilities and people with limited digital literacy. At the social level, exclusive service practices and a lack of procedural transparency undermine public trust and institutional legitimacy. These findings confirm that the quality of public services is not enough to be measured in terms of efficiency and procedural compliance alone, but also in their ability to generate welfare and equity in access.

Based on Public Service Logic, Value Co-creation, Transformative Service Research, and Public Value Theory, this study formulates an Inclusive SIM Service Model Based on Well-Being and Public Value that integrates procedural transparency, equal access, responsiveness and empathy of officers, a fair and free queue system, and collaboration with social organizations as mediators of community needs. This research still has limitations in the qualitative approach of case studies that focus on one location, namely the Gorontalo City Police, so the generalization of findings nationally is still limited. Therefore, further research is suggested to expand the scope of the region with a comparative approach between regions to test the consistency of the Well-Being and Public Value-Based Inclusive Driver's License Service model in different social, cultural, and institutional capacity contexts.

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