

## Innovative Self-Assessment Service in Public–Private Partnership Infrastructure Development in East Java Province

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### Abstract

Public–Private Partnership (PPP) has emerged as a key strategy to address infrastructure development challenges in Indonesia. This study focuses on the innovation of the Self-Assessment Service for PPP Projects (SELASAR KPBU), developed by the Bureau of Development Administration of East Java Province, to accelerate infrastructure project preparation. Adopting a descriptive qualitative method, the research collected data through observations and 10 purposively selected interviews with stakeholders from local government agencies and private sector representatives during 2023. The Innovation Lifecycle Theory by the OECD guided the analysis of the innovation process. The findings reveal that SELASAR KPBU significantly improved the efficiency and transparency of project feasibility assessments by digitizing the screening process. This innovation not only aligns with digital governance initiatives but also offers a replicable model for other regional governments aiming to enhance investment facilitation. Practical implications suggest the need for continuous capacity building and broader dissemination of digital public service innovations to maximize their impact.

### Abstrak

Kemitraan Pemerintah-Swasta (KPS) telah muncul sebagai strategi utama untuk mengatasi tantangan pembangunan infrastruktur di Indonesia. Studi ini berfokus pada inovasi Layanan Penilaian Mandiri Proyek KPS (SELASAR KPBU), yang dikembangkan oleh Biro Administrasi Pembangunan Provinsi Jawa Timur, untuk mempercepat penyiapan proyek infrastruktur. Dengan mengadopsi metode kualitatif deskriptif, penelitian ini mengumpulkan data melalui observasi dan 10 wawancara yang dipilih secara sengaja dengan para pemangku kepentingan dari lembaga pemerintah daerah dan perwakilan sektor swasta selama tahun 2023. Teori Siklus Hidup Inovasi oleh OECD memandu analisis proses inovasi. Temuan tersebut mengungkapkan bahwa SELASAR KPBU secara signifikan meningkatkan efisiensi dan transparansi penilaian kelayakan proyek dengan mendigitalkan proses penyaringan. Inovasi ini tidak hanya sejalan dengan inisiatif tata kelola digital tetapi juga menawarkan model yang dapat direplikasi untuk pemerintah daerah lain yang bertujuan untuk meningkatkan fasilitasi investasi. Implikasi praktis menunjukkan perlunya peningkatan kapasitas berkelanjutan dan penyebaran inovasi layanan publik digital yang lebih luas untuk memaksimalkan dampaknya.

### Keywords

*East Java Province;*  
*Infrastructure Development;*  
*Innovation;*  
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## Introduction

Infrastructure development remains a critical priority for the Indonesian government, particularly under President Joko Widodo's administration, which has emphasized the need for national connectivity through various projects, including highways, dams, railways, and ports. These efforts aim not only to promote economic growth but also to address regional disparities in infrastructure provision. Central to this agenda is the Public–Private Partnership (PPP) scheme, formalized through Presidential Regulation No. 38/2015, which seeks to overcome state budget constraints by involving private sector investment in infrastructure development.

PPPs offer a strategic alternative by fostering innovation, enhancing financial efficiency, and leveraging technological advancements in project execution. As noted by William (2009), PPPs create formal agreements between public and private sectors, allocating responsibilities and risks to ensure service delivery for public benefit. In the Indonesian context, the application of PPP mechanisms remains critical to accelerating infrastructure expansion while maintaining fiscal sustainability.

Recent studies have emphasized the role of digital transformation in improving public service delivery and governance efficiency (Janssen et al., 2012; Gil-Garcia et al., 2018). E-government initiatives, such as the adoption of the Electronic-Based Government System (SPBE) outlined in Presidential Regulation No. 95/2018, underscore the importance of integrating technology into public administration. However, despite the strategic relevance of PPPs and digital governance, practical challenges remain, particularly at the regional level, where manual project feasibility assessments can delay infrastructure development.

In response to these challenges, the Bureau of Development Administration of East Java Province introduced the Self-Assessment Service for PPP Projects (SELASAR KPBU). This innovation aims to digitize the initial screening process for PPP project feasibility, enabling more transparent, efficient, and standardized evaluations. Nevertheless, academic exploration of such digital public service innovations within the PPP framework remains limited, particularly in decentralized governance settings like Indonesia's provinces.

Therefore, this study examines the innovation process behind SELASAR KPBU using the Innovation Lifecycle Theory framework developed by the OECD. By analyzing how the service was conceptualized, implemented, and institutionalized, this research contributes to a deeper understanding of public sector innovation dynamics in emerging economies.

This article is organized as follows: Section 2 discusses the theoretical framework; Section 3 presents the research methodology; Section 4 analyzes the findings and discussions; and Section 5 concludes with key implications and recommendations for public sector innovation and policy.

## **Theoretical Framework**

Innovation in public service delivery has become a critical focus for enhancing governance efficiency and responsiveness. Denhardt (2000) emphasized that public service innovation should empower citizens rather than merely optimize administrative processes. Similarly, Osborne (2011) highlighted that innovation in public service is not limited to technological adoption but includes significant shifts in organizational processes and service delivery models, aiming to achieve better societal outcomes.

Public services are designed to meet collective needs, as conceptualized by Sinambela (2005), who described public service as government activities intended to generate citizen satisfaction, whether through tangible outputs or intangible outcomes. Likewise, Keban (2019) viewed public service as government actions providing goods and services to meet public demands, either directly or indirectly. Therefore, public service innovation can be defined as strategic efforts by public organizations to reform, adapt, and create value for citizens by responding to evolving needs and expectations.

In recent years, digital governance has increasingly been recognized as a catalyst for innovation in public service delivery. According to Janssen et al. (2012) and Gil-Garcia et al. (2018), digital transformation initiatives, such as e-government programs, facilitate service innovation by improving accessibility, transparency, and efficiency. The Indonesian government's commitment to implementing the Electronic-Based Government System (SPBE), under Presidential Regulation No. 95/2018, further underscores the necessity of integrating digital solutions into public sector operations.

To systematically analyze the innovation process behind the Self-Assessment Service for PPP Projects (SELASAR KPBU), this study adopts the Innovation Lifecycle Theory developed by the OECD's Observatory of Public Sector Innovation (2016). This theoretical model outlines six sequential stages essential for successful public sector innovation:

1. Identifying Problems – Recognizing specific issues that necessitate innovative responses.
2. Generating Ideas – Exploring and proposing creative solutions to identified problems.
3. Developing Proposals – Structuring and formalizing ideas into actionable plans.
4. Implementing Projects – Executing the proposed solutions in practical settings.
5. Evaluating Projects – Assessing the effectiveness and impact of implemented innovations.
6. Diffusing Lessons – Sharing experiences and scaling successful innovations across institutions.

By mapping the SELASAR KPBU innovation process onto these six stages, this study seeks to provide a comprehensive understanding of how regional government innovations evolve from problem identification to broader institutionalization. Furthermore, it highlights the critical factors that influence successful digital innovation in the public sector, particularly within the context of infrastructure development and investment facilitation through PPP schemes..

## Methods

This study employed a qualitative descriptive approach to explore the innovation process of the Self-Assessment Service for PPP Projects (SELASAR KPBU) developed by the Bureau of Development Administration, East Java Provincial Government. Qualitative research is particularly suitable for understanding complex social phenomena within their natural contexts (Creswell, 2014; Moleong, 2016).

Primary data were collected through in-depth interviews and direct observations conducted between June and September 2023. A total of 10 informants were purposively selected based on their involvement in PPP project management and innovation development. The informants included officials from the Bureau of Development Administration, project planners, private sector representatives (PT Lexion Indonesia), and members of local government agencies responsible for infrastructure development.

Interviews were semi-structured, allowing flexibility to explore emerging themes while maintaining consistency across respondents. In addition to interviews, non-participant observations were conducted during coordination meetings, training sessions, and innovation evaluation activities.

Secondary data were gathered from official documents, including government regulations, project reports, policy guidelines, strategic plans (RPJMD and spatial plans), and relevant scientific literature on PPP and digital innovation.

Data analysis followed the interactive model of Miles and Huberman (1994), involving three main stages: data reduction, data display, and conclusion drawing/verification. Triangulation techniques were employed to validate findings by cross-checking data from multiple sources (interviews, observations, and documents).

Ethical considerations were strictly observed throughout the study. Participation was voluntary, and informed consent was obtained from all interviewees to ensure confidentiality and respect for participants' rights.

## Results and Discussion

The Innovation Process according to the Innovation Lifecycle theory of the Organisation for Economic Co-operation and Development (OECD, 2016) is a collection of ideas that are then possible to become an alternative in answering a problem. Where the innovation process is interpreted as a cycle or series of activities carried out by both individuals and groups to change something old into something new with the aim of realizing predetermined goals.

In this study, the innovation of basic self-assessment services for Government and Business Entity Cooperation (SELASAR KPBU) in order to accelerate infrastructure development in the East Java Province area is a step taken by the Development Administration Bureau of the Regional Secretariat of East Java Province to encourage the acceleration of development and implementation of projects with the KPBU scheme in the East Java region. Specifically, the Basic Self-Assessment Service for Government and Business Entity Cooperation (SELASAR KPBU) is an independent assessment tool for Screening toolkits with basic indicators based on multi-criteria analysis for Project plans with the KPBU scheme provided by the KPBU Node of the Development Administration Bureau of the Regional Secretariat of East Java Province.

Through this SELASAR KPBU service, Regional Governments and Stakeholders can obtain assessment information regarding the suitability of the KPBU financing scheme in meeting infrastructure provision needs based on the RPJMD Document, Regional Spatial Plan, and other related documents by using the Screening toolkit to identify project plans before entering the KPBU planning stage.

Thus, this section presents the findings on the innovation process of the Self-Assessment Service for PPP Projects (SELASAR KPBU) in East Java Province, mapped systematically onto the six stages of the Innovation Lifecycle Theory (OECD, 2016).

### Identifying Problems

The identification of problems constitutes the foundational stage of any innovation process. In the context of the SELASAR KPBU initiative, the Bureau of Development Administration of East Java Province identified persistent inefficiencies in the traditional project feasibility screening process for Public–Private Partnership (PPP) projects. Prior to the innovation, the assessment mechanism relied heavily on manual evaluations, requiring stakeholders to physically submit documents and attend multiple rounds of consultations with the Bureau. This method was not only time-consuming but also prone to subjective judgments, inconsistency across cases, and administrative delays.

Internal evaluations and feedback gathered through coordination meetings and project review sessions between 2019 and early 2020 consistently highlighted that the existing manual approach created significant bottlenecks. Stakeholders, including local government agencies and private sector participants, reported frustration over the unpredictability of the assessment outcomes and the excessive time required to obtain preliminary feasibility validation. These issues ultimately undermined the effectiveness of PPP project development, delayed infrastructure investments, and eroded trust in public sector processes.

In addition to operational inefficiencies, broader contextual factors further necessitated reform. The COVID-19 pandemic introduced severe restrictions on physical meetings, compounding the challenges of a manual process. Simultaneously, the national government's mandate for digital transformation through the Electronic-Based Government System (SPBE) policy (Presidential Regulation No. 95/2018) increased the pressure on regional agencies to digitize public services.

Therefore, the problem identification process involved not only diagnosing the internal weaknesses of the project screening system but also recognizing external demands for faster, more

transparent, and technology-enabled public services. This comprehensive understanding of the problem landscape created a strong impetus for organizational innovation. As OECD (2016) notes, effective innovation processes are often catalyzed by a convergence of internal inefficiencies and external environmental pressures, both of which were present in this case.

The Bureau's ability to accurately identify the multi-faceted nature of the problems—technical, operational, and strategic—ensured that the subsequent innovation efforts were well-aligned with both organizational needs and broader governance trends. Without this thorough problem identification phase, any innovation attempt would likely have been misaligned or insufficiently targeted.

### **Generating Ideas**

Following the identification of systemic inefficiencies, the Bureau of Development Administration initiated a structured brainstorming and idea-generation process aimed at addressing the core challenges identified. Several internal workshops and coordination meetings were organized in mid-2020, bringing together representatives from different units within the Bureau, including PPP specialists, IT personnel, and policy planners. This interdisciplinary collaboration was instrumental in broadening the scope of proposed solutions.

The brainstorming sessions yielded multiple suggestions, ranging from improving the manual workflow with clearer guidelines to fully automating the project screening process through a digital platform. Key criteria were established to guide idea selection: the solution must reduce processing time, ensure standardized assessments, be user-friendly for stakeholders across varying technological proficiencies, and align with SPBE policy requirements.

A critical catalyst during the idea-generation phase was the external shock of the COVID-19 pandemic, which created an immediate operational imperative to transition to remote, contactless service mechanisms. As emphasized by Janssen et al. (2012), crises often serve as accelerators of public sector innovation by dismantling bureaucratic resistance and lowering organizational inertia. Thus, the pandemic context created an environment conducive to radical rather than incremental innovation.

After evaluating potential alternatives, the Bureau collectively agreed that developing a web-based self-assessment platform would best meet the established criteria. The platform would allow stakeholders to conduct initial project feasibility assessments independently, based on a structured set of standardized criteria, before engaging formally with the Bureau for further stages. This solution promised not only operational efficiency but also increased transparency and stakeholder empowerment.

Importantly, the idea-generation process was not confined to internal discussions alone. Preliminary consultations were also conducted with technical vendors and external IT consultants to validate the feasibility of proposed digital solutions. This participatory approach ensured that the innovation would be grounded in technical reality and operational needs.

In line with OECD (2016) guidance, the idea-generation phase successfully combined creative exploration with pragmatic filtering, leading to a solution that was both ambitious and implementable within the resource and capability constraints of the organization.

### **Developing Proposals**

Once the idea of a digital self-assessment platform was selected, the Bureau of Development Administration transitioned into the proposal development phase. This stage was critical for transforming the conceptual innovation into a structured project plan capable of securing organizational and financial support.

The first step involved detailing the technical and operational specifications of the proposed platform. Internal working groups drafted initial documentation outlining the system's core functions: user registration, input of project data, automated scoring based on 13 PPP feasibility criteria, and a dashboard for administrators to monitor submissions. Attention was given to user interface design, data security protocols, interoperability with existing government information systems, and compliance with relevant digital governance standards.

Parallel to the technical specification drafting, the Bureau's financial team prepared a budget proposal to cover platform development, training, and maintenance costs. This budget was incorporated into the 2020 Regional Budget Implementation Document (DPA), ensuring that the innovation initiative was formally embedded within the Bureau's operational planning framework. Organizational buy-in was secured through a series of proposal presentations to higher management, culminating in the formal approval of the project. Critically, the Bureau adopted a stakeholder engagement approach even during the proposal phase by consulting with PT Lexion Indonesia, a private IT developer experienced in e-government solutions. This early engagement helped refine the platform's feasibility from a technical perspective and preempted potential implementation challenges.

The proposal also outlined a phased implementation plan, beginning with pilot testing, followed by broader rollout and iterative system enhancements based on user feedback. Additionally, risk management strategies were incorporated, anticipating potential issues such as user resistance, system downtimes, and cybersecurity threats.

As emphasized by the OECD (2016), successful innovation proposals in the public sector require not only visionary ideas but also detailed operationalization plans that account for resource mobilization, stakeholder coordination, and risk mitigation. The SELASAR KPBU proposal development phase demonstrated these qualities, laying a robust foundation for the project's successful implementation.

## **Implementing Projects**

The implementation phase of the SELASAR KPBU innovation marks the transition from planning to operational reality. Following the formal approval of the project proposal and budget allocation in early 2021, the Bureau of Development Administration commenced collaboration with PT Lexion Indonesia, the selected IT development partner. The implementation process was conducted in several key stages: system design, application development, internal testing, pilot launch, user training, and full deployment.

The system design prioritized user-friendliness and accessibility, recognizing that the target users—local government officials and project planners—possessed varying levels of digital literacy. The platform's core functionality was built around a standardized self-assessment form based on 13 PPP feasibility criteria derived from national and regional policy frameworks. User workflows were simplified to minimize the learning curve and maximize platform adoption.

Internal testing involved iterative cycles of development and feedback, with a dedicated testing team from the Bureau ensuring that the application's features matched the functional requirements specified in the proposal. Particular emphasis was placed on ensuring data security, system stability, and interoperability with other provincial digital platforms under the SPBE framework.

In November 2021, a soft launch was conducted alongside a regional coordination meeting attended by representatives from all relevant local government units (Organisasi Perangkat Daerah/OPD). This event served both as a training session and as a promotional platform to encourage early adoption of the system. Hardcopy user manuals and online tutorials were provided to support user onboarding.

However, the implementation phase also revealed emerging challenges, such as technical glitches, uneven user readiness, and initial skepticism among some local officials regarding the utility of the platform. These challenges are consistent with implementation barriers noted by Gil-Garcia et al. (2018) in their studies on e-government projects.

Overall, the implementation of SELASAR KPBU reflects the importance of a phased, participatory approach that combines technical deployment with stakeholder capacity building. The Bureau's emphasis on iterative feedback and user-centric system design was crucial in ensuring that the platform met its objectives of enhancing project screening efficiency and transparency.

### **Evaluating Projects**

Post-implementation evaluation is essential for assessing the effectiveness, efficiency, and user acceptance of public sector innovations. In the case of SELASAR KPBU, evaluation activities commenced shortly after the platform's full deployment and continued throughout 2022 and 2023. The evaluation approach combined qualitative and quantitative data collection methods. User feedback was solicited through surveys distributed during coordination meetings and via the platform itself, enabling real-time comments. Additionally, direct interviews were conducted with selected users representing different regions and agency levels to gain deeper insights into user experiences and challenges.

Findings from the evaluation phase indicated that the SELASAR KPBU platform significantly reduced the time required for project feasibility assessments, from several weeks under the manual system to just a few days with the digital system. Users appreciated the transparency and clarity introduced by the standardized criteria. However, technical issues such as login difficulties and occasional system downtimes were reported, particularly in regions with poor internet connectivity.

Furthermore, the evaluation highlighted a variation in user competence and enthusiasm across different local governments. Some users, particularly those from technologically advanced districts, quickly integrated the platform into their project planning processes. Others exhibited reluctance, stemming from limited digital literacy or misunderstandings about the platform's purpose—mistaking self-assessment submissions as binding project approvals.

In response to the evaluation findings, the Bureau and PT Lexion Indonesia conducted a series of platform updates to address technical issues. Additional user training sessions were organized, focusing on districts with lower adoption rates. The Bureau also revised communication strategies to better clarify the non-binding nature of self-assessment results.

This iterative evaluation and improvement cycle aligns with Osborne's (2011) emphasis on learning as a core component of public service innovation. It demonstrates that the sustainability and scaling of innovations require adaptive management practices, responsiveness to user feedback, and continuous capacity building.

### **Diffusing Lessons**

The final stage of the innovation lifecycle, diffusion, involves promoting the wider adoption and institutionalization of successful innovations. For SELASAR KPBU, diffusion efforts have been primarily localized within East Java Province but have laid important groundwork for potential national-level replication.

The Bureau of Development Administration undertook various activities to disseminate the innovation. These included hosting regional workshops and seminars, participating in national PPP coordination meetings, and presenting the platform to central government bodies such as Bappenas (National Development Planning Agency). The innovation was also featured in official government reports and policy briefs circulated among provincial stakeholders.

Despite these efforts, the diffusion of SELASAR KPBU has encountered challenges. First, the absence of a formal mandate requiring other provinces or districts to adopt similar systems limits broader uptake. Second, varying levels of digital maturity across Indonesian local governments mean that some regions are less prepared to adopt and sustain such digital innovations. These diffusion barriers are consistent with the findings of OECD (2016), which noted that many public sector innovations struggle to scale beyond their initial contexts due to institutional and capacity-related constraints.

Nonetheless, there are positive signs. Several local governments in neighboring provinces have expressed interest in adapting the SELASAR KPBU model for their PPP project pipelines. Furthermore, the Bureau has initiated discussions on developing a more standardized national PPP pre-screening platform based on their experience with SELASAR KPBU.

Effective diffusion will require strategic actions beyond passive sharing, including targeted advocacy, inter-governmental collaboration, and capacity development initiatives. Lessons learned from the SELASAR KPBU experience suggest that successful scaling of public sector innovations depends not only on technical robustness but also on proactive change management and stakeholder engagement strategies.

Thus, while diffusion remains an ongoing challenge, the foundational work conducted through SELASAR KPBU has established a promising model for future digital public service innovations aimed at enhancing investment facilitation and infrastructure development across Indonesia.

### **Inhibiting and Driving Factors in the SELASAR KPBU**

Inhibiting factors are aspects that provide or cause obstacles and slow down the smoothness and success of the innovation process of the KPBU Corridor service carried out by the Development Administration Bureau in order to accelerate infrastructure development in East Java. The inhibiting factors in the innovation process of the KPBU Corridor service based on the findings of the researcher are the lack of understanding of regional/city government agencies regarding KPBU policies. As can be seen based on the results of the interview with Ani Ariyani during the interview, who stated that:

"This inhibiting factor is more towards the agencies/OPD of the district/city government, they still don't really understand KPBU and they are also a bit afraid to use the KPBU corridor because they think that if they input it into the KPBU corridor, it is the same as agreeing that the project will definitely be in KPBU and will continue to be pursued by the AP Bureau, even though this is not the case."

On the other hand, the inhibiting factor of the lack of understanding of local government agencies regarding KPBU policies can also be seen based on the results of an interview with R. Henggar Sulistiarto who stated that:

"For the inhibiting factor in this KPBU, there are many related agencies from local governments that do not fully understand what this KPBU policy is, so this condition is clearly correlated with the KPBU corridor service which is only used by a few local governments that use it".

Based on the statement above, it can be seen that there is a lack of understanding from OPD/Regional government agencies related to KPBU policies and KPBU Corridor Services. As

with the condition with the low level of understanding of individual state civil servants who are also implementers of KPBU policies, it is a crucial problem that clearly hinders the acceleration of infrastructure development in East Java.

Meanwhile, driving factors are aspects that provide encouragement and facilitate the success of the KPBU Corridor service innovation process carried out by the Development Administration Bureau in order to accelerate infrastructure development in East Java. The driving factors in the innovation process of the Selasar KPBU service based on the findings of the researcher are changes in the scheme in the APBD which requires the East Java Provincial Government to maximize the use of creative finance and the KPBU scheme as an option in infrastructure development in the East Java Province area. This is in line with Ani Ariyani's statement which states that;

"For the driving factor here, it happens that next year there will be a change in the APBD scheme so that the Provincial Government needs to utilize creative finance or the KPBU scheme as an option for infrastructure development. So that many East Java Provincial Government Agencies are starting to see KPBU as an option that can be chosen in the future".

Thus, based on the statement above, it can be seen that the change in the APBD scheme indirectly requires the East Java Provincial Government to maximize the use of creative finance and the KPBU scheme as an option in infrastructure development. Where through this change, it will later become an encouragement for regional apparatus to study further and be able to see that KPBU is one of the options that can be used in the future.

## **Conclusion**

This study explored the innovation process of the Self-Assessment Service for PPP Projects (SELASAR KPBU) initiated by the Bureau of Development Administration of East Java Province. By applying the Innovation Lifecycle Theory framework, the research identified how the Bureau navigated the six critical stages of innovation: identifying problems, generating ideas, developing proposals, implementing the project, evaluating outcomes, and diffusing lessons.

The findings demonstrate that SELASAR KPBU effectively addressed systemic inefficiencies in the traditional PPP project screening process by introducing a user-centered, technology-enabled platform. The innovation significantly improved efficiency, transparency, and accessibility, aligning with broader digital governance initiatives and investment facilitation policies. The study also highlights the importance of internal evaluation and adaptive management in overcoming technical and institutional barriers during the innovation's implementation and early diffusion phases.

Beyond practical improvements, this case contributes to the theoretical understanding of public sector innovation in decentralized governance settings. It emphasizes the role of environmental pressures—such as the COVID-19 pandemic and national e-government mandates—in accelerating organizational transformation. Moreover, it illustrates how localized innovations can offer scalable models for broader public administration reforms, although institutional inertia and capacity disparities remain persistent challenges.

Future research could extend this analysis by examining user experiences in greater depth and exploring the conditions necessary for cross-regional scaling of digital PPP support tools. Comparative studies across provinces would also enrich understanding of the diverse challenges and opportunities for public sector innovation in Indonesia and other emerging economies.

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