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Synergizing Bureaucratic Reform and the Digital Economy: An Adaptive Policy Analysis of Lamongan Regency

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Abstract: *This study analyzes how adaptive policy connects bureaucratic reform with digital-economic development in Lamongan Regency. It employs a qualitative single-case design and a transparent document-analysis protocol. Documents relevant to the 2021-2025 policy period were retrieved from official planning, regulatory, performance, public-service, and program repositories and selected according to institutional traceability, substantive relevance, temporal fit, and evidentiary content. Data were extracted into a matrix, coded deductively and inductively, triangulated across source types, and checked against contradictory evidence. Limited benchmarking with Banyuwangi and Sumedang was used to identify transferable service-integration practices. The findings show that bureaucratic reform in Lamongan is supported by digital service development, leadership and apparatus capacity building, and results-oriented performance management. In 2024, the regency recorded a bureaucratic reform score of 86.48, an accountability score of 83.18, a public satisfaction index of 88.02, and a public-service compliance score of 93.7. Digital-economic initiatives, including Pasar Online Lamongan and Mall Oleh-Oleh Lamongan, broadened the instruments for market access and enterprise assistance. However, the reviewed documents do not establish a direct causal relationship between these programs and long-term improvements in citizen welfare or business resilience. The study concludes that adaptive local governance requires process and data integration, inclusive multichannel access, cybersecurity, outcome-based evaluation, and institutional continuity beyond individual leadership.*

Keywords: *Adaptive governance, public value, electronic-based government system, MSME resilience, local policy.*

Abstrak: Penelitian ini menganalisis bagaimana kebijakan adaptif menghubungkan reformasi birokrasi dengan pengembangan ekonomi digital di Kabupaten Lamongan. Penelitian menggunakan desain studi kasus tunggal kualitatif dan protokol analisis dokumen yang transparan. Dokumen yang relevan dengan periode kebijakan 2021–2025 diperoleh dari repositori resmi perencanaan, regulasi, kinerja, pelayanan publik, dan program, kemudian dipilih berdasarkan keterlacakan kelembagaan, relevansi substantif, kesesuaian waktu, dan kandungan bukti. Data diekstraksi ke dalam matriks, dikodekan secara deduktif dan induktif, ditriangulasi antartipe sumber, serta diperiksa terhadap bukti yang bertentangan. Pembandingan terbatas dengan Banyuwangi dan Sumedang digunakan untuk mengidentifikasi praktik integrasi layanan yang dapat ditransfer. Hasil penelitian menunjukkan bahwa reformasi birokrasi di Lamongan didukung oleh pengembangan layanan digital, peningkatan kapasitas kepemimpinan dan aparatur, serta manajemen kinerja berorientasi hasil. Pada 2024, kabupaten ini mencatat skor reformasi birokrasi 86,48, skor SAKIP 83,18, Indeks Kepuasan Masyarakat 88,02, dan skor kepatuhan pelayanan publik 93,7. Inisiatif ekonomi digital, termasuk Pasar Online Lamongan dan Mall Oleh-Oleh Lamongan, memperluas instrumen akses pasar dan pendampingan usaha. Namun, dokumen yang ditelaah belum membuktikan hubungan kausal langsung antara program-program tersebut dan peningkatan jangka panjang dalam kesejahteraan warga atau ketahanan usaha. Penelitian menyimpulkan bahwa tata kelola daerah yang adaptif memerlukan integrasi proses dan data, akses multikanal yang inklusif, keamanan siber, evaluasi berbasis hasil, serta kesinambungan kelembagaan yang melampaui kepemimpinan individu.

Kata Kunci: Tradisi lisan, regulasi emosional, kearifan lokal, transmisi antargenerasi, keyakinan kultural.

INTRODUCTION

Bureaucratic reform is the process of restructuring institutions, work processes, human resources, and accountability systems so that government can deliver clean, effective, and responsive public services. In Indonesia, this direction was established through the Grand Design for Bureaucratic Reform 2010-2025 and later strengthened by the Electronic-Based Government System (SPBE) policy (Presiden Republik Indonesia, 2010, 2018). In this context, digitalization cannot be understood merely as transferring paper forms into applications. Substantive transformation requires changes in processes, coordination structures, work culture, and the relationship between government, citizens, and business actors (Dunleavy et al., 2006; Mergel et al., 2019).

Rapid environmental change also requires adaptive governance. Adaptive governance combines the capacity to respond to change with the need to maintain stability, legality, and accountability. Rapid responses without adequate controls may produce inconsistent policies, whereas excessive rigidity may inhibit innovation. The adaptive capacity of local government should therefore be assessed through its ability to integrate information, coordinate regional government agencies, adjust services, and continuously evaluate policy effects (Janssen & van der Voort, 2016, 2020).

Lamongan Regency has placed regional economic self-reliance and the optimization of bureaucratic reform within the development direction of its 2021-2026 Regional Medium-Term Development Plan (RPJMD). These priorities are operationalized through the development of digital public services, performance management, civil-service capacity building, and support for micro, small, and medium enterprises (MSMEs). The Lamongan Regency SPBE Roadmap 2022-2026 also lists various service and administrative applications, including SIPPOMA, Pasar Online Lamongan (POL), population administration services, personnel systems, and other sectoral applications. The integration of services through the Public Service Mall is supported nationally by Presidential Regulation No. 89 of 2021 (Pemerintah Kabupaten Lamongan, 2021, 2022; Presiden Republik Indonesia, 2021).

Local-government digital policy has two interrelated dimensions. Within the bureaucracy, digitalization can shorten service processes, improve process traceability, and strengthen accountability. Within the economy, marketing platforms, business assistance, product curation, and collaborative spaces can expand MSMEs' market access. Nevertheless, the existence of applications and programs does not automatically demonstrate the creation of public value. Policy effects continue to depend on system integration, data quality, civil-service capacity, ease of use, information security, access for vulnerable groups, and funding continuity (Scupola & Mergel, 2022; Wilson & Mergel, 2022).

Previous studies have generally examined bureaucratic reform, digital government, and entrepreneurial resilience as separate fields. Research on local government also often stops at cataloguing innovations or administrative achievements without explaining the relationship between internal bureaucratic change and instruments for strengthening the local economy. This gap is important because the government's ability to support MSMEs depends not only on economic programs, but also on the quality of coordination, accountability, data, and licensing services produced by the bureaucracy.

The novelty of this study lies in analyzing bureaucratic reform and the digital economy as a single adaptive-policy ecosystem and in positioning Lamongan against selected local digital-government benchmarks. The study aims to: (1) identify the policy architecture connecting

bureaucratic reform and the digital economy; (2) analyze its achievements, mechanisms, and implementation limitations; (3) compare key service-design features with Banyuwangi and Sumedang; and (4) formulate governance-strengthening requirements so that digital innovation generates public value and sustainable economic resilience. The research question asks how institutional capacity, digital services, accountability, and support for MSMEs interact in Lamongan and which design gaps become visible through cross-regional benchmarking.

This study uses an adaptive-governance framework to explain the relationship among the bureaucracy's internal capacity, the use of digital technology, user experience, and local economic outcomes. Adaptive governance requires a balance among three characteristics that are often treated as conflicting: regulatory stability, decision accountability, and the capacity to respond to change. Governments that are overly rigid tend to be slow in adapting services, whereas governments that pursue speed alone risk neglecting consistency, security, and accountability. Adaptability is therefore assessed not by the number of innovations launched, but by the organization's ability to learn from problems, lawfully modify processes, coordinate actors, and sustain improvements after the initial pressure has subsided (Janssen & van der Voort, 2016, 2020).

The first dimension is institutional capacity. It includes clarity of mandate, coordination across regional government agencies, process ownership, staff competence, and data-based decision-making mechanisms. Institutional capacity is positioned as the foundation because digital applications cannot improve services when underlying procedures overlap, data are managed separately, or no unit is responsible for system continuity. From a digital-era governance perspective, technology should encourage process reintegration and simplify relationships between government organizations and users rather than add layers of applications to procedures that remain complex (Dunleavy et al., 2006).

The second dimension is service transformation and user experience. Digital transformation does not end with the availability of online channels; it also includes process changes from the perspective of citizens and business actors. Measures include the ease of finding information, clarity of requirements, completion time, status traceability, access to assistance, complaint resolution, and service consistency between digital and face-to-face channels. This perspective is important because public value emerges only when technology improves the quality of government-society relationships and enables participation, transparency, and more equitable services (Mergel et al., 2019; Scupola & Mergel, 2022).

The third dimension is accountability and civil-service capacity. It covers performance management, clarity of responsibility, leadership, digital competence, and the ability to use data for policy correction. Administrative scores are treated as intermediate indicators that must be connected to changes in organizational behavior and service performance. Capacity-building activities are therefore assessed through follow-up actions, problem resolution, and institutionalization rather than participation alone.

The fourth dimension is local economic resilience. Digital support for MSMEs is analyzed as a sequence of processes, from access to information and improved marketing capabilities to consumer interaction, transactions, repeat purchases, and the ability of businesses to adapt to market change. Marketing platforms are only one instrument; outcomes are also influenced by product quality, prices, logistics, after-sales service, digital literacy, and the ability to interpret consumer data. The findings of Azizah and Syairozi (2026) on the effects of digital marketing and after-sales service on purchasing decisions reinforce the need to evaluate MSME policy through the consumer experience rather than merely through the number of registered businesses.

These four dimensions are connected through the concept of public value. Public value refers not only to administrative efficiency, but also to benefits considered important by society, such as equitable access, trust, service certainty, economic opportunity, and sustainability. Accordingly, bureaucratic reform scores, the number of applications, and the number of assistance activities are treated as intermediate evidence. This evidence must be examined further through changes in

organizational behavior, the quality of user experience, and economic outcomes. The framework helps prevent the premature conclusion that digitalization is always synonymous with success.

Table 1. Analytical Chain of Adaptive Policy

Institutional Foundation	Process Transformation	User Experience	Business Capabilities	Public Value
Mandates, coordination, human resources, data, and accountability	SPBE integration, workflow simplification, and interoperability	Easy, fast, transparent, secure, and inclusive	Market access, marketing, customer service, and learning	Trust, welfare, resilience, and sustainability

Source: Developed by the researchers based on Janssen and van der Voort (2016), Mergel et al. (2019), and Korber and McNaughton (2018).

METHOD

The study employed a qualitative single-case design because this approach enables in-depth analysis of interrelated policies, institutional processes, and implementation contexts within one local government (Yin, 2018). The unit of analysis was the adaptive-policy ecosystem of the Lamongan Regency Government, encompassing bureaucratic reform, SPBE, digital public services, civil-service capacity development, and digital-economy facilitation for MSMEs. The temporal boundary was 2021-2025, beginning with the implementation of the 2021-2026 RPJMD and extending through the latest performance and program documents available for the study period.

Data were collected through systematic document analysis. Documents were identified from official Lamongan government portals, regional and national legal-document repositories, performance-reporting pages, and academic databases using combinations of the keywords bureaucratic reform, SPBE, digital public service, SIPPOMA, Sego Boran, Pasar Online Lamongan, MOOLA, SAKIP, public satisfaction, and MSME. A document was included when it: (1) was issued by a traceable government institution or academic publisher; (2) directly addressed at least one analytical dimension; (3) contained policy design, implementation mechanisms, indicators, results, or evaluation; and (4) fell within or directly governed the 2021-2025 study period. Duplicate, undated, unverifiable, and purely promotional materials that added no substantive evidence were excluded. Academic literature was used to construct the interpretive framework, whereas official documents constituted the primary case evidence.

Each included document was entered into a source log recording the issuing institution, year, document type, policy domain, geographic scope, principal claims, indicators, and evidentiary limitations. For limited comparative benchmarking, official materials from Banyuwangi and Sumedang were selected because both regencies document integrated digital public-service models. These materials were used to identify transferable design features and were not treated as full or statistically equivalent case studies.

Table 2. Data Sources and Analytical Focus

No.	Document Group	Example Sources	Analytical Focus
1	Planning and regulation	RPJMD 2021-2026; Presidential Regulation No. 81/2010; Presidential Regulation No. 95/2018; Presidential Regulation No. 89/2021	Policy direction, objectives, institutions, and service standards
2	Digital-government architecture	Lamongan Regency SPBE Roadmap 2022-2026	Application integration, process ownership, development needs, and fragmentation risks
3	Performance and evaluation	Data on the Public Satisfaction Index, bureaucratic reform, SAKIP, and the 2024 public-service compliance assessment	Administrative achievements, performance trends, and interpretive limitations
4	Program documentation	Official publications on SIPPOMA, Sego Boran, POL, MOOLA, and the leadership retreat	Program mechanisms, targets, actors, and implementation evidence
5	Academic and comparative sources	Studies on adaptive governance, digital transformation, public value, and entrepreneurial resilience; official Banyuwangi and Sumedang digital-service materials	Theoretical framework, comparison of findings, and transferable design lessons

Source: Compiled by the researchers from the case documents and selected comparative official sources.

The analysis was conducted in five stages. First, relevant information from each document was entered into a matrix covering objectives, actors, instruments, indicators, reported results, and limitations. Second, each claim was classified as an input, output, outcome, or impact to prevent program existence from being equated with policy success. Third, the data were coded deductively using four initial dimensions - institutional adaptability, digital public services, accountability and civil-service capacity, and MSME resilience - and inductively to capture emerging themes. Fourth, codes were compared across document groups and against the limited comparative benchmarks. Fifth, conclusions were formulated only when supported by converging evidence; single-source and promotional claims were reported cautiously. This iterative process followed data reduction, data display, and conclusion-drawing principles (Miles et al., 2014).

Credibility was strengthened through source triangulation, temporal cross-checking, negative-case analysis, and an audit trail linking interpretive claims to traceable documents. Coding decisions and ambiguous interpretations were reviewed jointly by both authors and resolved by returning to the source text. Figures that could not be consistently verified were excluded from the conclusions. No interviews or surveys were conducted; therefore, administrative scores, program announcements, and aggregate statistics were not treated as direct evidence of user experience, causal effects, or long-term welfare change. Because the study used public documents and did not involve human participants, individual ethical approval was not required. The first author's affiliation with the Lamongan Regency

Government was treated as a potential source of bias, so interpretation was restricted to traceable evidence and critically reviewed with the second author.

RESULT AND DISCUSSIONS

Policy Architecture: Connecting Bureaucratic Reform and the Digital Economy

Planning documents show that bureaucratic reform and economic self-reliance are not entirely separate agendas. The 2021-2026 RPJMD places the strengthening of the regional economy, the quality of human resources, and the optimization of bureaucratic reform within one development framework. At the operational level, the 2022-2026 SPBE Roadmap identifies applications and services supporting internal administration, citizen services, licensing, sectoral information, and economic transactions. This structure demonstrates that the quality of the regional digital economy depends on the bureaucracy's capacity to reliably provide identity services, licensing, payments, data, complaints handling, and access to information.

These findings are consistent with the concept of digital-era governance, which emphasizes process reintegration, user-centered services, and comprehensive use of technology (Dunleavy et al., 2006). However, a long list of applications also creates a risk of fragmentation. The SPBE Roadmap notes that several applications are already available but still require additional features, data updates, or further development. The main challenge is therefore not merely to add new applications, but to integrate business processes, data standards, user identities, complaint mechanisms, and performance evaluation across regional government agencies.

Analytically, Lamongan's adaptability is reflected in its capacity to expand policy instruments in response to service and economic needs. Adaptability, however, is not always synonymous with integration. Janssen and van der Voort (2016) emphasize that adaptive governance must balance responsiveness, stability, and accountability. In Lamongan, this balance requires an SPBE architecture that reduces duplication, assigns process owners, and ensures that sectoral innovations remain within common security and data-governance standards.

Digitalization of Public Services and Bureaucratic Performance

The implementation of service digitalization is reflected in several innovations. SIPPOMA provides online and self-service public-service channels, digital signatures support licensing processes, and Sego Boran facilitates the processing of population administration documents. The local government has also developed environmental monitoring through Onlimo and other sectoral service and information channels. These innovations indicate a shift from face-to-face services toward a multichannel model in which physical services, websites, applications, and complaint channels complement one another (Pemerintah Kabupaten Lamongan, 2022).

Data for 2024 show improvements in several governance indicators. The bureaucratic reform score reached 86.48 with an A rating, increasing from 75.89 in 2023. The SAKIP score reached 83.18, while the Public Satisfaction Index stood at 88.02. In addition, the Ombudsman public-service compliance assessment reached 93.7 and was classified in the green zone, or highest-quality category (Pemerintah Kabupaten Lamongan, 2024b, 2025a, 2025b). These indicators show administrative recognition and generally positive service perceptions, but they do not isolate the effect of individual digital initiatives.

Table 3. Governance and Public-Service Indicators in Lamongan Regency

Indicator	2023	2024	Interpretation	Limits of Inference
Bureaucratic Reform Index	75.89 (BB)	86.48 (A)	Improved quality of bureaucratic reform implementation	Does not explain the contribution of each digital innovation
SAKIP Score	83.00 (A)	83.18 (A)	Performance accountability remained high with limited improvement	A higher score does not automatically demonstrate program effects on citizens
Public Satisfaction Index	Not analyzed in this article	88.02 (Good)	Aggregate service perceptions were generally positive	Requires details on service elements and respondent profiles
Ombudsman Public-Service Compliance	Not analyzed in this article	93.7 (Green Zone)	Compliance with service standards was assessed as excellent	Measures compliance with standards more than the digital experience specifically

Source: Pemerintah Kabupaten Lamongan (2024b, 2025a, 2025b). The phrase "not analyzed" means that a comparison value was not used because it was not consistently available in the reviewed sources.

Nevertheless, aggregate indicators must be used cautiously. An increase in the bureaucratic reform score does not prove that every application is effective, and the Public Satisfaction Index does not automatically measure accessibility for persons with disabilities, citizens with limited digital literacy, or communities in areas with restricted connectivity. A stronger evaluation should distinguish digital-channel indicators, including service-completion rates, processing time, transaction-failure rates, the number of complaints, satisfaction by user group, and the proportion of services completed without a physical visit.

This finding reinforces the argument of Mergel et al. (2019) that digital transformation is an organizational change rather than merely a technology project. Public value emerges when technology improves user experience, decision quality, and policy outcomes. Lamongan's administrative achievements should therefore be followed by user-journey and interoperability evaluations. Stronger personal-data protection, cybersecurity, service-recovery plans, and non-digital alternatives are also required so that efficiency does not reduce inclusiveness.

Civil-Service Capacity, Leadership, and the Sustainability of Change

Bureaucratic reform depends on personnel capable of managing change, working across sectors, and using data. The Lamongan Regency Government has made civil-service and leadership capacity building one of its policy instruments. In July 2025, the local government held a retreat for heads of regional government agencies, division heads, and subdistrict heads at the 2nd Infantry Division Headquarters of Kostrad in Singosari, under the themes of visionary leadership, integrity, and adaptive governance (Pemerintah Kabupaten Lamongan, 2025c).

The activity can be understood as an effort to build a shared vision, discipline, coordination, and commitment across units. Methodologically, however, holding the activity constitutes an input rather than direct evidence of improved performance. The available documents do not show pre- and post-activity measurements, changes in leadership behavior, improved coordination quality, or effects

on services. The success of leadership development should therefore be assessed through follow-up plans, indicators of organizational change, the resolution of cross-agency problems, and feedback from subordinates and service users.

This criticism is important to avoid judging reform by the number of activities conducted. Adaptive governance requires the capacity to learn from data, correct policies, and institutionalize knowledge. Excessive dependence on individual leaders may produce rapid innovation that is vulnerable to discontinuation when officials rotate or priorities change. Good practices should therefore be translated into business processes, operational standards, data architecture, incentive systems, and civil-service communities of practice so that change endures beyond a particular leadership period.

Digital-Economy Policy and MSME Resilience

On the economic side, the Lamongan Regency Government has developed instruments connecting business actors with markets, information, promotional space, and assistance. Pasar Online Lamongan was designed as a marketplace that also integrates certain payment services and was recognized among the Top 99 Public Service Innovations. MOOLA, opened in July 2024, functions as a souvenir center, a promotional space for local products, and a co-working space jointly managed with elements of the regional creative community (Pemerintah Kabupaten Lamongan, 2023, 2024a).

The two instruments demonstrate a shift in the government's role from regulator to facilitator and ecosystem connector. POL provides a digital channel, while MOOLA provides physical and social spaces for curation, promotion, and collaboration. Combining online and offline channels is relevant to MSMEs because their levels of digital readiness vary. Stoker (1998) identifies collaboration, interdependence, and networks as important characteristics of governance, while Scupola and Mergel (2022) show that digital public-value creation requires co-production with users and stakeholders. In online commerce, marketing-channel effectiveness is also influenced by the quality of digital marketing and after-sales service, which can shape consumer purchasing decisions (Azizah & Syairozi, 2026).

From the perspective of entrepreneurial resilience, market access and learning can help businesses adapt their products, sales channels, and networks. Resilience, however, cannot be inferred solely from the existence of a platform or the number of activities. Korber and McNaughton (2018) view resilience as a dynamic process involving the capacity to withstand disruption, learn, and reconfigure resources. To demonstrate policy effects, evaluation should measure active adoption, seller retention, transaction value, market expansion, productivity changes, business continuity, and the distribution of benefits by business scale and gender.

The available documents are stronger in explaining inputs and outputs - such as platform launches, marketing spaces, export seminars, or curation - than long-term outcomes. Claims regarding increased income or MSME resilience should therefore be supported by panel data or before-and-after comparisons, rather than only testimonials or aggregate figures. Strengthening an MSME database integrated with licensing, training, financing, and transaction data would enable the government to identify unserved businesses and determine which programs are most effective.

Synthesis: An Integrated Adaptive-Governance Model

The analysis shows a chain relationship between bureaucratic reform and the digital economy. Accountability and civil-service capacity form the institutional foundation; SPBE provides service

and data infrastructure; licensing and information services reduce transaction costs; and market platforms and assistance expand MSMEs' adaptation options. This relationship is not automatic. Weaknesses in data integration, security, user capacity, or evaluation can break the chain of public-value creation.

Table 4. Synthesis of Adaptive-Policy Dimensions and the Strengthening Agenda

Dimension	Key Evidence	Expected Value	Risks/Gaps	Strengthening Agenda
Institutional adaptability	RPJMD, quick wins, leadership development	Faster coordination and policy response	Dependence on individuals and short-term activities	Follow-up plans, organizational learning, and process standardization
Digital government	SIPPOMA, Sego Boran, sectoral applications, and the SPBE roadmap	Easy, fast, and traceable services	Application fragmentation, data duplication, and cybersecurity risks	Interoperability, data architecture, service identity, and security audits
Service accountability	RB, SAKIP, and IKM scores and Ombudsman compliance	Public trust and results-oriented performance	Aggregate indicators do not explain the experiences of different user groups	Outcome dashboards, complaint analysis, and evaluation by user segment
MSME resilience	POL, MOOLA, curation, and assistance	Market access, learning, and channel diversification	Causal evidence and business-continuity data are not yet available	MSME panel data and measurement of transactions, productivity, and inclusiveness

Source: Researchers' analysis.

Theoretically, the Lamongan case shows that an adaptive bureaucracy is not one that disregards procedures, but one that can lawfully modify procedures in response to learning and user needs. Adaptability is also not synonymous with digitalization. Technology becomes meaningful when it supports coordination, transparency, access, and data-based decisions. This finding expands the discussion of digital governance by positioning support for the local economy as an outcome dependent on the quality of the government's internal transformation.

In practice, local government should shift its innovation portfolio from a launch-oriented approach to one focused on sustainability and impact. Each application should have a process owner, target users, service standards, outcome indicators, maintenance costs, and a plan for discontinuation or integration when it proves ineffective. At the same time, digital-economy policy should combine business assistance, access to financing, curation, logistics, marketing, and data literacy so that MSMEs do not merely join platforms, but can sustain their activity and improve competitiveness.

Comparative Perspective: Lessons from Banyuwangi and Sumedang

A limited benchmark against Banyuwangi and Sumedang clarifies Lamongan's relative position. Banyuwangi combines MPP Digital with Smart Kampung, allowing residents to access

integrated services through an application connected to village-level government and complemented by service points outside the regency center. Sumedang's public-service portal applies a single-account approach and offers access through web, onsite MPP, Android, and WhatsApp channels (Pemerintah Kabupaten Banyuwangi, 2024; Pemerintah Kabupaten Sumedang, n.d.). These arrangements illustrate the importance of front-end integration and assisted multichannel access.

Lamongan's distinctive strength is its attempt to connect internal bureaucratic reform with digital-economic instruments such as POL and MOOLA. However, the reviewed documents do not yet demonstrate an equivalent single-account architecture, unified user journey, or assisted village-level access mechanism across services. The comparison suggests that Lamongan's next phase should prioritize service orchestration rather than application expansion through common identity management, interoperable data, shared complaint handling, and assisted access through subdistrict or village units.

This comparison strengthens the scientific contribution without ranking the regions simplistically. Lamongan represents an adaptive-governance model oriented toward linking administrative reform with local economic resilience, whereas the comparator regions highlight service integration and access design. Future comparative research should test these propositions using common indicators and primary data from users, implementing personnel, and business actors.

Policy Coherence, Process Architecture, and Data Governance

Policy coherence is required to prevent bureaucratic reform and the digital economy from operating as separate portfolios. Vertical coherence requires alignment among national regulations, the RPJMD, the SPBE plan, agency work plans, and budgets; horizontal coherence requires alignment among services used by the same citizens and businesses. Lamongan's documents show policy direction and multiple digital instruments, but they do not yet present a single user-journey map or shared results chain linking licensing, population administration, taxation, business assistance, and market access.

Integration should begin with process simplification and data governance rather than with application connections alone. The local government should eliminate duplicate verification, determine which documents and data can be shared, assign process and data owners, define quality and update standards, and regulate access rights. SPBE maturity should therefore be assessed through fewer steps, shorter waiting times, fewer physical visits, higher first-contact resolution, and more consistent data, not merely through the number of applications.

Dashboards support adaptive governance only when data are used to test assumptions, explain variations, analyze recurring complaints, identify unserved groups, and correct programs. Aggregated service and economic data can improve program targeting without disclosing personal identities, provided that purpose limitations, access controls, usage logs, and risk assessments are applied. In this sense, data-driven government is the accountable conversion of data into planning, service delivery, monitoring, and evaluation rather than the accumulation of datasets (OECD, 2019).

Digital Inclusiveness and User Experience

Digitalization can expand access, but it can also transfer barriers from service offices to users' devices. Limited connectivity, devices, skills, digital documents, and confidence may exclude users even when an application is technically available. Because the digital divide concerns access, skills, patterns of use, and tangible benefits, local services should follow an assisted-digital principle in

which online channels are supported by staff, service centers, village governments, and accessible communication channels (van Dijk, 2020).

User experience should be evaluated across the entire service journey: understanding requirements and fees, submitting documents, tracking status, correcting errors, receiving a legally valid result, and resolving complaints. Testing with new MSME owners, older citizens, persons with disabilities, rural communities, and users with basic devices can reveal where tasks fail and guide simpler language, fewer form fields, improved readability, and non-digital alternatives.

Aggregate satisfaction scores should be segmented by service type, channel, area, and user characteristics so that dissatisfaction can be traced to application design, substantive procedures, staff quality, or interagency delay. Users should also be involved when problems are defined and prototypes are tested, because co-production improves contextual fit and legitimacy (Scupola & Mergel, 2022). For MSME services, participation should cover marketing features, payment, logistics, demand information, and the forms of assistance businesses need most.

Cybersecurity, Data Protection, and Service Continuity

The more important a digital service becomes, the greater the consequences of disruption or data misuse. Cybersecurity is therefore part of service accountability. Local government should map critical services, provider dependencies, processed data, disruption scenarios, and recovery targets, then apply asset inventories, access-right management, updates, backups, recovery tests, activity logs, and incident-response procedures. Users should receive clear information about data purposes, retention, and correction mechanisms.

Service continuity also requires life-cycle budgeting, technical documentation, maintenance plans, knowledge transfer, and management arrangements that survive contract expiry and leadership rotation. Applications dependent on one developer or one champion remain institutionally fragile. Digital champions can overcome initial barriers, but sustainable change requires standardized processes and organizational ownership (Wilson & Mergel, 2022).

Results Chain for Bureaucratic Reform and the Digital Economy

The relationship between bureaucratic reform and MSME resilience can be expressed as a results chain. Internal reform should produce clearer procedures, coordination, consistent data, and easier services; these conditions can reduce administrative costs and accelerate access to licensing, information, and assistance. Digital-economy instruments may then expand market access, consumer feedback, and business adaptation. Any link can fail when user capacity, service quality, logistics, or operational support is inadequate.

Evaluation should distinguish outputs, outcomes, and impacts. Outputs include integrated services, completion times, active users, assisted businesses, curated products, and facilitated transactions. Outcomes include lower compliance costs, fewer complaints, repeat purchases, market expansion, and business continuity; impacts include productivity, employment, income, and resilience. Because these changes are also affected by seasonality, demand, private promotion, and purchasing power, credible attribution requires baselines, comparison groups where feasible, and repeated monitoring by program cohort.

Table 5. Results Chain and Required Evaluation Indicators

Domain	Input/Process	Output	Short-Term Outcome	Medium-Term Impact	Data Source
Process reform	Process mapping, simplification, and integration	Fewer steps and requirements	Reduced compliance time and costs	Increased trust and service certainty	Service logs, SOPs, and user surveys
Civil-service capacity	Training, coaching, and cross-unit teams	Competencies and follow-up plans	Cross-unit problems are resolved more quickly	A more adaptive and consistent organization	Assessments, performance evaluations, and follow-up audits
Digital services	Applications, infrastructure, and user support	Online use, transactions, and completion	Easier access and fewer complaints	Inclusive and efficient services	Application analytics, complaints, and a segmented Public Satisfaction Index
MSME support	Curation, training, promotion, and platforms	Products and businesses are registered and active	Digital sales and customer numbers increase	Improved productivity and business resilience	Transaction data, business surveys, and panel data
Data governance	Standards, data owners, and interoperability	More complete and consistent data	Improved decisions and program targeting	More accurate and accountable policies	Data-quality audits and access logs

Source: Researchers' synthesis. Impact indicators require longitudinal data and cannot be inferred solely from the existence of a program.

Digital marketing should be treated as a relationship-building capability rather than as the transfer of a catalogue to an online platform. MSMEs need skills in consumer segmentation, message consistency, inquiry response, order fulfillment, complaint handling, review management, and customer records because after-sales experience influences trust and repeat purchasing (Azizah & Syairozi, 2026). Local government should reduce coordination barriers and build capabilities - including branding, packaging, financial records, logistics networks, and data literacy - instead of creating dependence on short-term promotional events. A resilience perspective emphasizes the ability to learn and reconfigure business models (Korber & McNaughton, 2018).

Research Limitations and Implications

The study has four limitations. First, official documents may emphasize achievements and underrepresent service failures or negative experiences. Second, aggregate indicators do not permit causal attribution to specific applications or programs. Third, the absence of interviews and surveys limits insight into implementation practices, user journeys, and the experiences of MSME owners, service users, and civil servants. Fourth, the cross-regional comparison is a limited analytical benchmark based on official materials rather than a symmetrical multi-case design. Accordingly, the findings should be interpreted as evidence of policy architecture, reported performance, and evaluation gaps, not as proof of long-term social or economic impact.

Future research should use mixed methods combining stratified user surveys, multistakeholder interviews, service-log analysis, and longitudinal MSME data. A comparative design involving Lamongan, Banyuwangi, Sumedang, and other regencies could apply common indicators for integration, accessibility, service completion, complaints, adoption, sales, productivity, and business continuity. For policymakers, the immediate implication is the need for one evaluation framework linking bureaucratic indicators, digital-service performance, user experience, and economic outcomes so that success is not measured solely by scores, launches, or participant counts.

CONCLUSION

Adaptive policy in Lamongan Regency connects internal bureaucratic reform with regional digital-economic development through the RPJMD, SPBE, performance management, civil-service capacity building, digital public services, and MSME facilitation. The 2024 bureaucratic reform, SAKIP, public satisfaction, and service-compliance scores indicate stronger administrative performance, while SIPPOMA, Sego Boran, POL, and MOOLA broaden interaction among government, citizens, and business actors. Comparative benchmarking shows that Lamongan's distinctive orientation is the linkage between administrative reform and MSME support, whereas Banyuwangi and Sumedang provide useful lessons on integrated and multichannel access.

Nevertheless, program existence and higher scores do not establish long-term effects on welfare, inclusion, or business resilience. The principal agenda is to integrate processes, identity, and data across agencies; provide assisted and inclusive access; strengthen cybersecurity and service continuity; measure civil-service capacity through performance change; and evaluate digital-economy benefits longitudinally. Bureaucratic reform and the digital economy will generate public value only when managed as one institutionalized policy ecosystem rather than as a collection of stand-alone applications and activities.

The first author is affiliated with the Lamongan Regency Government. The analysis was limited to traceable sources, program claims were distinguished from outcome evidence, and the authors declare that they have no financial conflicts of interest.

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