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Digital-Based Public Service Innovation: Transforming Licensing Governance through the SIPINTER Application in Cimahi City

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Abstract
This study aims to analyze in depth the public service innovation process through the SIPINTER (Integrated Service Information System) application developed by the Cimahi City Investment and One-Stop Integrated Service Agency (DPMPTSP). The study uses a qualitative approach with a case study design. Data collection techniques were carried out through in-depth interviews, observations, and documentation studies. The analytical tool used refers to the perspective of co-creation-based public sector innovation, with a focus on four main dimensions: real-time data accuracy, public participation, governance transparency, and legitimacy. The results show that SIPINTER has contributed significantly to increasing the efficiency and transparency of licensing services through the provision of real-time data and openness of service process information. However, public participation is still instrumental and has not fully developed into deliberative participation, while the legitimacy of innovation is highly dependent on system reliability, human resource capacity, and consistent institutional support. This study confirms that the success of digital public service transformation is determined not only by technological aspects, but also by institutional and relational factors that shape public trust. Theoretically, this research enriches the study of public sector innovation by offering an understanding of conditional co-creation in the context of local government in Indonesia.

Keywords: Public service innovation; E-government; SIPINTER.

INTRODUCTION

One of the primary functions of government as a public institution is to provide services to the public. Therefore, state officials have a responsibility to provide public services fairly and equitably (Satrio et al., 2024; Sangaji & Irianto, 2025). Public service is an effort made by a group or a bureaucratic person to provide assistance to the community in order to achieve a certain goal (Malindir et al., 2022). Law Number 25 of 2009 concerning Public Services affirms public services as a constitutional right of citizens and a state obligation that must be implemented transparently, accountably, and fairly. However, public

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service practices in Indonesia still face persistent structural issues, such as low responsiveness of officials, lengthy bureaucratic procedures, and the limited capacity of public organizations to respond to changing values and social dynamics (Nuriyanto, 2014). In addition, the results of a survey conducted by the Republic of Indonesia Ombudsman Institute showed that the quality of public services in Indonesia was still relatively low in 2018 (Frinaldi, 2023).

The existence of public service innovation in Indonesia is crucial for improving government performance, making it more effective and efficient, and strengthening the legitimacy of public trust. To date, the government bureaucracy continues to face various problems that impact the poor quality of public services. (Cilegon & Explanation, 2022). There are at least two types of innovation that are often carried out by the public sector, namely the first is related to policy innovation and the second is public service innovation (Putu et al., 2018). In addition, innovation usually takes the form of new or improved products and services or advances in knowledge that have some potential future benefits (Farhan, 2023).

Public service innovation in Indonesia tends to be partial, not integrated with other innovations, and lacks a sustainable roadmap, then the creation is piecemeal or one by one so that it does not provide a significant effect, regulatory limitations that become obstacles to innovation rather than supporting work units and loose synergy between central and regional governments which is crucial in the implementation of less effective administrative innovation (Benny, 2025).

The development of digital technology has become a major catalyst in the paradigm shift of public services. The government is no longer positioned as the sole provider of services, but rather as part of a public service ecosystem that positions the public as active partners in the process of creating public value (Osborne et al., 2013). The use of information and communication technology not only functions as a technical instrument, but also as an institutional medium that reconfigures power relations, bureaucratic work patterns, and accountability mechanisms in the public sector (Hamdan et al., 2020).

Empirically, the digital transformation agenda for public services in Indonesia has shown significant acceleration. Data from the Ministry of Home Affairs, through the Domestic Policy Strategy Agency, shows that the number of public service innovations reported by local governments increased dramatically, from 576 in 2017 to 25,124 in 2021 (Badan Strategi Kebijakan Dalam Negeri, 2022). This increase reflects the adaptive response of local governments to the pressures of bureaucratic reform and the digitalization of services. However, various studies show that increasing the quantity of innovation is not always accompanied by improvements in the quality of policy implementation and sustainability, primarily due to limited human resources, weak institutional integration, and inadequate budget support (Mulgan & Alubury, 2003; Hartley, 2005).

In this context, the licensing sector holds a strategic position because it is

directly related to the investment climate, legal certainty, and regional economic growth. The government regulates this sector through Minister of Home Affairs Regulation No. 138 of 2017 concerning the Implementation of Regional One-Stop Integrated Services, which aims to simplify procedures, accelerate service processes, and increase transparency and legal certainty for the public and businesses. This policy is reinforced by Presidential Regulation No. 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010–2025 and Minister of Administrative and Bureaucratic Reform Regulation No. 5 of 2019, which encourages the creation of sustainable public service innovations through the One Agency, One Innovation approach. Thus, licensing service innovation is understood not only as a technical update, but as a strategic policy instrument for improving regional governance.

The Cimahi City Government's commitment to improving the quality of public services is reflected in Cimahi City Regional Regulation Number 6 of 2018 concerning Public Services, which adopts a Smart City approach. This approach places information and communication technology as the foundation of adaptive, participatory, and data-driven governance. Within this framework, the Cimahi City Investment and One-Stop Integrated Services Office has integrated regional licensing services with the national Online Single Submission (OSS) system as stipulated in Government Regulation Number 24 of 2018, while simultaneously developing regional innovation through the SIPINTER (Integrated Service Information System) application since 2017.

The SIPINTER application is designed as a digital-based licensing service transformation instrument that allows the public to submit applications online, monitor permit status in real time, and access service information transparently. SIPINTER is expected to address various issues faced by conventional licensing services, such as dependence on the applicant's physical presence, lengthy processing times, and the potential for brokering practices. However, implementation dynamics indicate that the digital transformation of public services is not entirely linear. Data on licensing applications for the 2020–2024 period shows significant fluctuations, particularly in 2021 when the rejection rate increased sharply, the majority of which occurred during the initial administrative verification stage.

These findings indicate that the challenges of implementing digital innovation stem not solely from technological aspects, but also from limited human resource capacity, weak coordination between regional agencies, uneven socialization, and the absence of dedicated budget support for public service innovation. Based on these conditions, the transformation of digital-based public services through the SIPINTER application cannot be understood simply as a matter of technology adoption, but rather as a complex and multidimensional policy innovation process. Therefore, studying SIPINTER is important to understand how public service innovations are designed, implemented, and adapted to regional levels.

METHODS

This study uses a qualitative approach with a descriptive-analytical design to examine in depth the transformation of digital-based public services through the SIPINTER Application at the Cimahi City Investment and One-Stop Integrated Services Agency (DPMPTSP). The qualitative approach was chosen because it is able to capture the complexity of the policy process, interactions between actors, and the construction of meaning that develops in the implementation of public service innovations, which cannot be adequately explained through a quantitative approach (Creswell & Poth, 2018). This research is placed within a case study framework, given that the focus of the study is directed at one policy innovation within a specific institutional and social context, thus allowing for a holistic analysis of the dynamics of digital policy implementation (Yin, 2018).

The research analysis unit is the implementation of e-government-based public service innovation through the SIPINTER application, which is analyzed at the organizational level, implementing actors, and service users. Informants were selected using purposive sampling, a data source selection strategy based on the informant's relevance, experience, and direct involvement in the public service process and digital application management (Patton, 2015). Informants consisted of structural officials of the Cimahi City DPMPTSP, licensing service coordinators and sub-coordinators, administrative staff, regional apparatus technicians who have access to the SIPINTER system, and the public as service users. This informant composition was designed to capture a multi-layered policy perspective, both from the perspective of policy makers and implementers as well as from the perspective of service recipients.

Table 1. Research Informant Data

No	Informant	Amount
1.	Head of the Investment and One-Stop Integrated Services Office of Cimahi City	1 Person
2.	Coordinator of Economic Licensing Services, Investment and One-Stop Integrated Services Office of Cimahi City	1 Person
3.	Sub. Coordinator of Economic Licensing Services, Investment and One-Stop Integrated Services Office of Cimahi City	1 Person
4.	Administrative Staff of the Cimahi City Investment and One-Stop Integrated Services Office	1 Person
5.	Regional device technicians who have access to the sipinter application	1 Person
6.	Cimahi City residents as Sipinter users	6 Person
	Total	11 Person

Source: processed results of researchers in 2025

Data collection was conducted through in-depth interviews, observation, documentation, and literature review as a form of methodological triangulation. In-depth interviews were used to explore actors' perceptions, experiences, and assessments of the effectiveness, benefits, and constraints of SIPINTER implementation. Observations were

conducted to empirically understand service practices, including workflows and the use of technology in the service process. Documentation was used to examine the normative and administrative framework of public service innovation, while literature review was conducted on reputable scientific journals, academic books, and government regulations to strengthen the theoretical and conceptual foundations of the research (Kvale & Brinkman, 2015; Sugiyono, 2019).

This research's analytical framework draws on public sector innovation theory, particularly the collaborative innovation (co-creation) perspective proposed by Jalonen (2016), which views public innovation as a multidimensional process involving interactions between government, society, and technology in the creation of public value. Based on this framework, the analysis is operationalized into four main indicators: real-time data accuracy, public participation, governance transparency, and service legitimacy. These four indicators are used as an analytical lens to assess the extent to which the SIPINTER application functions as an instrument for digital-based public service transformation and supports evidence-based policymaking.

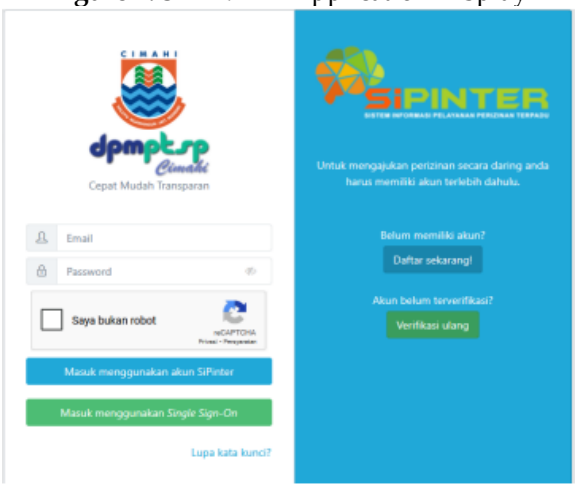
Data analysis was conducted interactively and continuously, following the Miles and Huberman model, which includes data reduction, data presentation, triangulation, and drawing and verifying conclusions (Miles et al., 2014). Data reduction was achieved by grouping information based on themes and analysis indicators, while data presentation was structured in an analytical narrative that links empirical findings to the theoretical framework. Triangulation of sources and methods is used to increase the validity and credibility of the findings, so that the research conclusions are not only descriptive, but also analytical and have strong explanatory power in the context of the study of e-government-based public service innovation.

RESULTS AND DISCUSSION

Implementation of SIPINTAR Application-Based Licensing Services

The SIPINTER (Integrated Government Information System) application is a digital-based public service innovation developed by the Cimahi City Government to integrate licensing and non-licensing service processes in one integrated platform under the coordination of the Investment and One-Stop Integrated Services Agency (DPMPTSP). SIPINTER is designed as an instrument for transforming services from manual and sectoral patterns to an integrated, transparent, and data-driven digital service system.

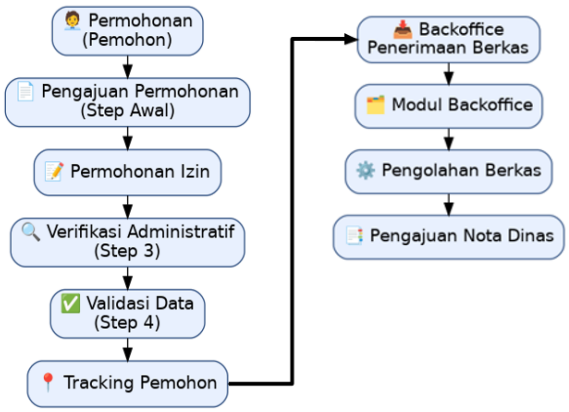
Figure 1. SIPINTER Application Display



Source: https://dpmptsp.cimahikota.go.id

The research results show that operationally, SIPINTER operates through an online service delivery mechanism, whereby applicants register for an account, fill in permit data, and upload required documents independently through the application. The incoming data is then verified in stages by technical officers within the relevant regional government authority before being processed to the permit issuance stage. All stages are recorded in the system and can be monitored in real time by applicants, thus enabling process transparency and service assurance.

Figure 2. SIPINTER Application Workflow



Source: https://dpmptsp.cimahikota.go.id

In addition to serving as a service provider for licensing matters in Cimahi City, SIPINTER also serves as a basis for integrated licensing data management that supports evidence-based policy-making by regional leaders. This integration of regional government agencies in Cimahi City within a single system allows for more systematic service coordination, performance control, and internal oversight.

Real-Time Data Accuracy

The research results indicate that the SIPINTER application has been designed as a digital licensing service system that relies on online, real-time data management. Each permit application submitted by the public is processed through a self-input mechanism, followed by tiered verification by technical officers within the relevant regional apparatus. The applicant can monitor the application status, document completeness, and stages of the licensing process directly through the system. In practice, the information displayed in SIPINTER is generally consistent with service conditions in the field, thereby helping to reduce procedural uncertainty and increase service certainty.

However, the research also found that data accuracy and up-to-dateness were not fully optimal across all service settings. Limited human resources for system management, the lack of a dedicated budget allocation for application management and development, and high staff workloads resulted in delays in data updates at certain times. Furthermore, the system still exhibits significant dependence on specific personnel, potentially posing risks to the sustainability of data management.

From a public sector innovation perspective, Jalonen (2016) emphasized that real-time data accuracy is a fundamental element in co-creation-based service innovation. Accurate and up-to-date data enables the government to increase responsiveness, strengthen transparency, and support evidence-based policymaking. Furthermore, Jalonen believes that data quality is not

merely a technical issue, but also relates to organizational capacity, information governance, and public trust in service providers.

Field findings also indicate that the implementation of SIPINTER in several regions demonstrates that this system continues to undergo development to improve service convenience and data up-to-dateness. For example, the Tangerang Regency DPMPTSP released the latest version of SIPINTER in mid-2025, which provides access to up to 67 types of licensing and non-licensing services, integration with the national OSS system, and a self-printing feature for Electronic Signature Decrees (SK TTE) that applicants can download directly without having to visit the office. The real-time tracking feature is also emphasized as a tool to monitor application status directly via mobile phones or other internet-connected devices, which is expected to accelerate the administrative process and promote transparency in digital services at the local level. However, infrastructure factors and applicant technical capabilities remain challenges that must be overcome to ensure data and information are consistently up-to-date and accurate across all regions.

Based on these findings and theoretical framework, it can be analyzed that SIPINTER has succeeded in building a technical foundation for real-time data accuracy, but this has not been fully supported by strengthening institutional capacity. The accuracy of the data generated by the system tends to be operational and dependent on individuals, rather than the result of an established organizational system. In the context of Jalonen (2016), this condition indicates a gap between technology-based innovation and organization-based innovation. If resource limitations and institutional support are not immediately addressed, real-time data accuracy has the potential to experience quality degradation, which could ultimately reduce service effectiveness and undermine public trust in digital service innovation.

Transparency of Governance and Public Participation

The research results show that the implementation of SIPINTER has increased the transparency of licensing services by providing online, real-time information on process stages, application status, and estimated completion times. Applicants can monitor the service process independently, thereby reducing reliance on verbal information from officers. The digitization of the service process also contributes to a reduction in the intensity of direct interactions, which indirectly reduces the potential for unethical service practices.

However, the transparency generated by SIPINTER still faces various obstacles. Technical system disruptions, limited integration across regional agencies, and differences in the public's ability to access and understand digital information are factors that limit the optimization of transparency. In some cases, the available information is not fully understood by the public due to limited digital literacy. According to Jalonen (2016), transparency in governance is a crucial prerequisite for public service innovation because it

serves as a mechanism for accountability and strengthening public trust. Effective transparency requires not only information openness, but also system reliability, consistent implementation, and the organization's capacity to manage information sustainably.

Based on theoretical and data analysis, the transparency generated by SIPINTER can be categorized as procedural transparency, as it successfully opens access to information regarding the service process. However, technical limitations and internal coordination mean that this transparency is not yet fully substantive. Within Jalonen (2016) framework, digital transparency that is not accompanied by strong internal governance has the potential to lose its control and accountability functions. Therefore, increasing service transparency through SIPINTER requires strengthening system integration, cross-organizational coordination, and increasing user capacity in understanding digital information.

In addition to transparency in the service governance process, public participation in the implementation of the SIPINTER application is reflected through community involvement in the independent permit application process, monitoring service status, and accessing online service information. This system allows the public to play an active role in ensuring data completeness and following the progress of the permit process without having to physically attend the service office. In terms of access, SIPINTER has expanded the reach of services and reduced the public's dependence on direct interaction with officials.

However, research results indicate that the level of public participation is uneven. Limited outreach, differences in digital literacy levels, and minimal assistance to certain community groups have resulted in SIPINTER being predominantly used by users who are already familiar with digital technology. Furthermore, the system's feedback delivery mechanism has not been optimally managed, resulting in some public input still being conveyed through communication channels outside the application. Jalonen (2016) emphasized that co-creation-based public sector innovation positions the public as a key actor in the process of creating public value. Public participation is understood not only as service use but also as active involvement in the process of evaluation, dialogue, and continuous service improvement. Meaningful participation reflects a collaborative relationship between the government and the community.

In the context of SIPINTER, public participation remains at the functional level, where the public acts as service users, but not yet fully as co-creating partners. The limited space for dialogue and integrated feedback mechanisms indicate that digital innovation has not been fully utilized as a collaborative instrument. Based on Jalonen (2016) perspective, this condition indicates that increasing public participation requires policy interventions that focus not only on system provision but also on strengthening user capacity, providing ongoing support, and creating a more

deliberative space for interaction between the government and the public.

Legitimacy of Service

The research results show that the implementation of SIPINTER provides tangible benefits to the public, particularly in terms of ease of service access, clarity of procedures, and time and cost efficiency. This situation contributes to increased public trust in the Cimahi City DPMPTSP as the provider of licensing services. However, service legitimacy is still influenced by technical system constraints, limited budget support, and variations in commitment and support among regional agencies. In Jalonen's (2016) view, legitimacy is the cumulative result of a public service innovation process that consistently produces public value.

Research findings indicate an increase in the performance of digital services in Cimahi City, relevant to the context of SIPINTER's benefits in strengthening public trust. The Cimahi City Government successfully ranked 5th nationally in the 2024 Electronic-Based Government System Index (SPBE), demonstrating the quality of effective and efficient digital-based public services for the public. The implementation of SPBE, including digital systems such as SIPINTER at DPMPTSP, is considered capable of increasing service speed, process transparency, and ease of access to information for service users, thus potentially encouraging positive public perceptions of the quality of local government services a aspect that forms the basis for increasing public trust in digital service innovation. In general, this digital transformation is recognized as having reduced traditional bureaucracy, accelerated government response, and eliminated procedural complexities that have often been complained about by the public (service access, process notifications, and online permit application tracking), although specific quantitative data related to SIPINTER has not been officially published on the Cimahi City Government service portal (SPBE shows that the demand for digital services is increasing and has an impact on public trust).

Legitimacy is not static but dynamic and must be maintained through service reliability, quality interactions with users, and ongoing institutional support. SIPINTER's legitimacy is formed through positive public experiences with improving the quality of licensing services. However, this legitimacy remains conditional and vulnerable to implementation disruptions. From Jalonen (2016) perspective, the legitimacy of public innovation will weaken if the innovation is not supported by consistent performance and organizational capacity. Therefore, the sustainability of SIPINTER's legitimacy is highly dependent on strengthening resources, funding stability, increasing the capacity of the apparatus, and the ability of local governments to respond adaptively to community needs and input.

Strategic data in the Cimahi City DPMPTSP service innovation document shows that SIPINTER integrates important features that directly support transparency and accountability in licensing services, such as online file requests, a real-time application status tracking system, permit processing history, and notification via SMS

Gateway, all of which make it easier for the public to monitor service stages without having to come directly to government offices. These facilities, listed in the Cimahi City Public Service Innovation Pocket Book, provide operational evidence that SIPINTER not only provides digital access but also increases service transparency for permit applicants, thereby reducing procedural uncertainty and strengthening service legitimacy based on increasing positive public experiences with the digital licensing service. However, limitations in budget support, commitment between regional agencies, and personnel workloads need to be continuously addressed to maintain and expand the public value generated by SIPINTER and maintain the legitimacy of this public innovation in a sustainable manner.

CONCLUSIONS

This study concludes that the implementation of the SIPINTER application as an innovative digital licensing service in Cimahi City has positively contributed to improving the quality of public services. This application encourages the transformation of services from a manual system to a more open, efficient, and accountable digital service, particularly in aspects of real-time data accuracy, public participation, governance transparency, and service legitimacy. However, the effectiveness of SIPINTER's implementation has not been fully optimized. Limited budget, technological infrastructure, and human resources, as well as weak internal coordination, remain major obstacles affecting the speed of data updates, equitable public participation, consistent transparency, and the continued legitimacy of the innovation. Therefore, although SIPINTER aligns with the principles of good governance, institutional and technical strengthening is still needed to optimally achieve the goal of effective, inclusive, and sustainable digital licensing services.Therefore, the researchers recommend that the Cimahi City Investment and One-Stop Integrated Services Office strengthen institutional support for the management of the SIPINTER application by providing a sustainable budget, improving information technology infrastructure, and strengthening system security and reliability. Furthermore, capacity building and the addition of human resources for application management are necessary to ensure more responsive services and less reliance on a single individual. Local governments also need to strengthen internal coordination and the implementation of standard operating procedures to ensure a more integrated and consistent service process. Furthermore, strategies for outreach and community support need to be systematically improved to encourage equitable application utilization. Continuous evaluation and refinement of service features based on user feedback are also crucial to maintain legitimacy and improve the quality of digital licensing services in Cimahi City.

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