

Transformation of Village Governance in Archipelagic Regions: The Role of Local Government Policy Innovation in Overcoming Access and Infrastructure Constraints

Isra Muksin¹, Olviyani Losung², Sunarti Rusman³, Fiyona Jabid⁴
^{1,2,3,4} Universitas Bumi Hijrah Tidore, Indonesia

Email: isram23@unibrahtidore.ac.id

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Abstract

This study examines the transformation of village governance in archipelagic regions, which are often characterized by geographical isolation, limited infrastructure, and restricted access to public services. These structural challenges necessitate innovative policy interventions from local governments to enhance governance effectiveness and support sustainable development. This research employs a qualitative approach with a descriptive-analytical design, utilizing secondary data derived from a systematic literature review of relevant scholarly articles, policy documents, and empirical case studies. Data were collected through documentation techniques and analyzed using qualitative content analysis and comparative methods to identify patterns of policy innovation and their impacts on governance transformation. The findings reveal that local government policy innovations—such as adaptive spatial planning (RDTR), tourism-based development, collaborative governance, BUMDes innovation, and digital governance systems (SPBE) play a significant role in improving access to services, strengthening infrastructure, and enhancing institutional capacity. However, challenges such as limited ICT infrastructure, weak coordination, and low human resource capacity remain critical barriers. The study concludes that an integrated and adaptive governance approach, supported by strong institutional capacity and multi-stakeholder collaboration, is essential for achieving sustainable and inclusive governance transformation in archipelagic villages.

Keywords: Adaptive Governance, Archipelagic Regions, BUMDes Innovation, Digital Governance, Local Policy Innovation

1. Introduction

The transformation of village governance in archipelagic regions has become an increasingly significant issue within the broader discourse of decentralized development and public administration reform. Villages located in island and coastal areas are often characterized by structural disadvantages, including geographical isolation, limited transportation connectivity, inadequate basic infrastructure, and restricted access to public services. These conditions not only hinder economic growth but also exacerbate social inequality and governance inefficiencies. In Indonesia, where a substantial portion of the territory consists of islands, the governance of such regions presents a unique and complex challenge that requires adaptive, context-sensitive, and innovative policy approaches. Recent developments indicate that local government policy innovation plays a crucial role in addressing these challenges, particularly through mechanisms such as Village-Owned Enterprises (BUMDes), digital governance systems, and adaptive spatial planning frameworks (Ramonés, 2025; Komarudin et al., 2025).



Empirical evidence suggests that the governance challenges in archipelagic villages are multidimensional, involving not only infrastructural deficits but also institutional weaknesses and fragmented policy implementation. For instance, the development of spatial planning instruments such as the Detailed Spatial Plan (RDTR) in the Thousand Islands has demonstrated the importance of integrating spatial data, disaster risk considerations, and inclusive zoning strategies to support sustainable development. The use of SWOT-based planning approaches in this context has enabled local governments to identify key strengths, weaknesses, opportunities, and threats, thereby facilitating more targeted interventions in infrastructure development and public service provision. However, despite these advancements, the implementation of such policies often encounters significant barriers, including limited technical capacity, weak inter-agency coordination, and insufficient community engagement (Ramonés, 2025; Ananda, 2025).

Similarly, tourism-based development initiatives in island regions such as Patikarya in the Selayar Islands highlight the potential of combining economic development with environmental conservation. The adoption of land suitability analysis and community acceptance as guiding principles has resulted in a balanced approach that promotes tourism while preserving ecological integrity. Nevertheless, the effectiveness of such initiatives is contingent upon the availability of adequate infrastructure and the active participation of local communities, which are not always guaranteed. In many cases, the lack of basic facilities and limited accessibility continue to constrain the full realization of development benefits, thereby underscoring the need for more comprehensive and integrated policy frameworks (Kurniawan et al., 2022; Hajar & Syafrizal, 2025).

Another critical dimension of governance transformation in archipelagic villages is the role of collaborative governance. Studies conducted in regions such as Senggigi in West Lombok and Ekang Village in Bintan emphasize the importance of multi-actor collaboration involving government, private sector, and community stakeholders. These models of governance are designed to enhance policy effectiveness through shared responsibilities, resource pooling, and participatory decision-making processes. However, existing research indicates that the success of collaborative governance is often undermined by weak network structures, low levels of trust among stakeholders, and inadequate supporting infrastructure. This suggests that while collaborative governance holds significant promise, its implementation requires strong institutional frameworks and sustained capacity-building efforts (Gurvantry et al., 2022; Rahman et al., 2023).

In addition to spatial and collaborative approaches, economic innovation through BUMDes has emerged as a key strategy for strengthening village governance and promoting local development. BUMDes are designed to serve as engines of rural economic growth by leveraging local resources and generating village revenue. Evidence from various case studies indicates that successful BUMDes initiatives are characterized by the application of good governance principles, including transparency, accountability, participation, and rule enforcement. For example, the BUMDes Larasati initiative has demonstrated a significant increase in village-generated revenue over a three-year period, driven by strategic business diversification and strong leadership. However, other studies reveal that many BUMDes in archipelagic regions struggle to achieve similar outcomes due to weak governance practices and limited managerial capacity (Irawan et al., 2023; Masse et al., 2025).

The integration of digital technology into village governance represents another important dimension of policy innovation. The implementation of electronic-based government systems (SPBE) has been identified as a strategic instrument for improving data integration, service efficiency, and policy coordination. Digital platforms can facilitate real-time data sharing, enhance transparency, and support evidence-based decision-making processes. Moreover, digital training programs for BUMDes administrators have shown promising results in improving administrative efficiency and accountability, serving as an initial step toward broader digital transformation in rural governance. Despite these positive developments, the adoption of digital governance in archipelagic villages remains uneven, primarily due to limitations in information and communication technology (ICT) infrastructure and the low digital literacy of local human resources (Yahyatullah et al., 2025; Komarudin et al., 2025).

Notwithstanding the growing body of literature on village governance and policy innovation, several research gaps remain evident. First, existing studies tend to focus on specific aspects of governance, such as spatial planning, tourism development, or BUMDes performance, without providing a comprehensive analysis of how these elements interact within a unified governance framework. This fragmented approach limits the ability to understand the systemic nature of governance transformation in archipelagic contexts. Second, while the importance of digital innovation is widely acknowledged, there is still limited empirical research on how digital governance can be effectively integrated with traditional governance mechanisms in remote island settings. Third, the role of local government policy innovation as a driving force for governance transformation has not been sufficiently explored, particularly in terms of its capacity to bridge structural constraints and enhance institutional resilience (Ramones, 2025; Komarudin et al., 2025).

Furthermore, much of the existing research adopts a descriptive or case-study approach, which, although valuable for contextual understanding, often lacks generalizability and theoretical integration. There is a need for more analytical and comparative studies that can identify common patterns, best practices, and key success factors across different archipelagic regions. Additionally, the issue of policy coherence and coordination across different levels of government remains underexplored, despite its critical importance in ensuring the effectiveness of governance interventions. Fragmentation between national, regional, and village-level policies continues to be a major obstacle to sustainable development in island areas (Ananda, 2025; Hajar & Syafrizal, 2025).

In response to these gaps, this study offers a novel contribution by proposing an integrated framework for the transformation of village governance in archipelagic regions, with a particular emphasis on the role of local policy innovation. Unlike previous studies that examine governance components in isolation, this research seeks to synthesize spatial planning, economic innovation, digital governance, and collaborative mechanisms into a cohesive analytical model. The novelty of this study lies in its holistic approach, which recognizes the interdependence of various governance dimensions and highlights the importance of policy innovation as a unifying element. By integrating multiple strands of literature and empirical evidence, this study aims to provide a more comprehensive understanding of how governance transformation can be achieved in complex and resource-constrained environments (Irawan et al., 2023; Rahman et al., 2023).

Moreover, this research introduces the concept of adaptive governance tailored to archipelagic contexts, which emphasizes flexibility, inclusivity, and resilience in policy design and implementation. This approach is particularly relevant in light of the increasing challenges posed by climate change, environmental degradation, and socio-economic disparities in island regions. By incorporating elements such as digital platforms, participatory mechanisms, and locally-driven economic initiatives, adaptive governance can enhance the capacity of village institutions to respond to dynamic and uncertain conditions. This represents a significant advancement over traditional governance models, which often rely on rigid structures and top-down approaches (Gurvantry et al., 2022; Yahyatullah et al., 2025).

Based on the above considerations, the primary objective of this study is to analyze how local government policy innovation contributes to the transformation of village governance in archipelagic regions, particularly in improving access to public services, strengthening infrastructure development, and enhancing institutional capacity. This objective is grounded in the recognition that sustainable development in island areas requires not only technical solutions but also institutional innovation and collaborative efforts across multiple stakeholders. By addressing this objective, the study aims to generate insights that can inform policy-making and support the development of more effective and inclusive governance strategies for archipelagic villages (Masse et al., 2025; Komarudin et al., 2025).

2. Methods

This study employs a qualitative research approach with a descriptive-analytical design to examine the role of local government policy innovation in transforming village governance in archipelagic regions, particularly in overcoming limitations in access and infrastructure. The research focuses on understanding governance dynamics through an integrative perspective that combines spatial planning, digital governance, collaborative governance, and local economic development through BUMDes. The data used in this study are secondary data derived from a comprehensive literature review of relevant scientific articles, policy documents, and empirical case studies related to governance innovation in coastal and island villages. The data collection technique is conducted through systematic literature searching, selection, and documentation, using inclusion criteria such as relevance to the research topic, publication in reputable academic journals, and alignment with key variables including policy innovation, governance transformation, infrastructure development, and public service accessibility. This approach enables the researcher to synthesize diverse findings and identify patterns, trends, and contextual factors influencing governance transformation in archipelagic settings.

The data analysis technique applied in this study is qualitative content analysis combined with a comparative analytical approach. The collected data are analyzed through stages of data reduction, data categorization, and thematic interpretation to identify key dimensions of governance transformation and the effectiveness of policy innovations. The study also utilizes a cross-case comparison method to examine similarities and differences across various empirical cases, such as spatial planning innovation, collaborative governance practices, BUMDes development, and digital governance implementation. Furthermore, an interpretative analysis is conducted to explore the relationships between

policy innovation and improvements in access, infrastructure, and institutional capacity. To ensure the validity and reliability of the findings, the study applies source triangulation by comparing multiple scholarly sources and policy reports. The results of this analysis are then synthesized into an integrative framework that explains how local government policy innovation can serve as a strategic driver for adaptive and inclusive governance transformation in archipelagic village contexts.

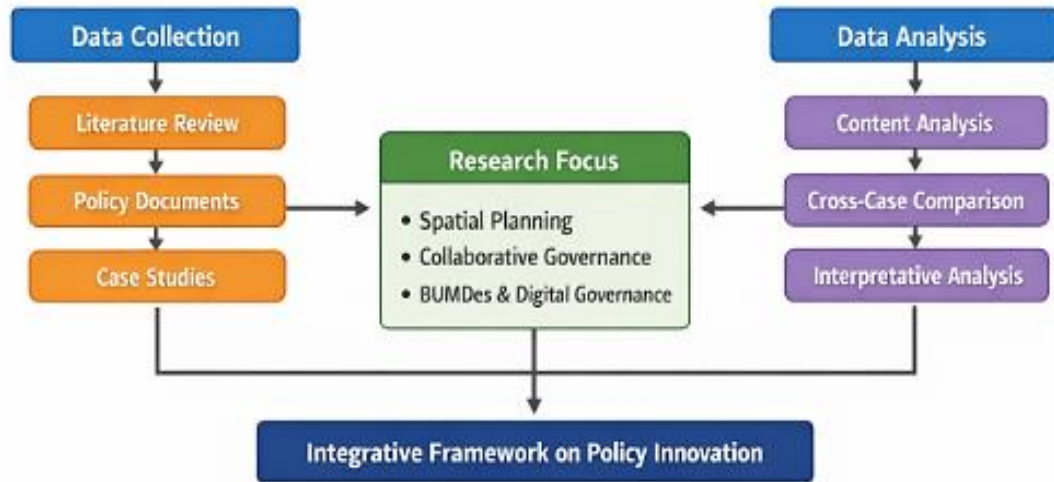


Figure 1. Diagram Conceptual Research

3. Results and Discussion

Based on the results of the qualitative content analysis and cross-case comparison from various studies on governance innovation in archipelagic villages, the findings can be synthesized into several key dimensions, including types of policy innovation, governance focus, implementation mechanisms, and their impacts on access and infrastructure. These findings are presented in the following table to provide a structured and comparative overview of how local government policy innovations contribute to governance transformation in island and coastal village contexts.

Table 1. Synthesis of Local Government Policy Innovations in Transforming Village Governance in Archipelagic Regions

No	Type of Policy Innovation	Governance Focus	Implementation Mechanism	Impact on Access & Infrastructure	Source
1	RDTR (Spatial Planning)	Adaptive spatial governance	SWOT-based zoning, spatial data integration	Improved spatial order, prioritization of basic infrastructure	Ramones (2025)
2	Tourism-Based Development	Sustainable local economy	Land suitability analysis, community acceptance	Increased tourism access, ecological preservation	Kurniawan et al. (2022)
3	Collaborative Governance	Multi-actor institutional synergy	Government–private–	Enhanced service delivery, but	Gurvantry et al. (2022);

			community partnerships	limited by trust & networks	Rahman et al. (2023)
4	BUMDes Innovation (Larasati)	Local economic strengthening	Business diversification, leadership-driven strategy	Increased village revenue (PADesa), infrastructure funding	Irawan et al. (2023)
5	BUMDes Governance (General Cases)	Institutional accountability	Application of transparency, participation, accountability	Uneven benefits due to weak governance practices	Masse et al. (2025)
6	Digital Governance (SPBE)	Data integration & service efficiency	E-government systems, digital platforms	Improved service efficiency, limited by ICT infrastructure	Komarudin et al. (2025)
7	Digital BUMDes Training	Administrative capacity building	Digital-based training and management systems	Increased transparency, efficiency, and replicability	Yahyatullah et al. (2025)

The table above illustrates that policy innovation in archipelagic village governance operates across multiple interconnected dimensions, including spatial planning, economic development, institutional strengthening, and digital transformation. Each innovation contributes differently but complementarily to improving access and infrastructure. For example, spatial planning innovations such as RDTR provide a macro-level framework for infrastructure prioritization, while BUMDes initiatives directly generate financial resources to support local development. Meanwhile, collaborative governance enhances stakeholder engagement, although its effectiveness is often constrained by institutional and relational challenges such as weak trust and coordination.

Furthermore, digital governance emerges as a strategic enabler that supports efficiency, transparency, and data-driven decision-making, yet its implementation remains uneven due to infrastructural and human resource limitations. The findings also reveal that the success of policy innovation is highly dependent on governance quality, particularly the application of good governance principles and the capacity of local institutions. Overall, these results confirm that an integrated approach combining policy innovation, institutional strengthening, and digital transformation is essential for achieving sustainable and inclusive governance transformation in archipelagic village contexts.

Discussion

The findings presented in Table 1 demonstrate that the transformation of village governance in archipelagic regions is strongly influenced by the strategic role of local government policy innovation, particularly in addressing structural limitations related to access, infrastructure, and public service delivery. The synthesis of multiple case studies reveals that governance transformation is not driven by a single policy instrument, but rather by the interaction of various innovations, including adaptive spatial planning, tourism-based development, collaborative governance, BUMDes-based economic strategies, and digital governance systems. These findings align with the primary objective of this study, which seeks to analyze how local government policy innovation contributes to improving governance

effectiveness in geographically constrained and resource-limited island contexts. The empirical evidence suggests that policy innovation functions as a catalyst for overcoming structural barriers, although its effectiveness depends on institutional capacity and contextual adaptability (Ramonés, 2025; Komarudin et al., 2025).

One of the most significant dimensions of governance transformation identified in this study is adaptive spatial planning through instruments such as the Detailed Spatial Plan (RDTR). The case of the Thousand Islands illustrates how spatial policy innovation can serve as a foundational framework for organizing development priorities, particularly in regions characterized by ecological vulnerability and limited land availability. The integration of SWOT analysis, spatial data systems, and disaster risk considerations enables local governments to design more inclusive and resilient spatial policies. This approach not only improves spatial order but also ensures that infrastructure development is aligned with environmental sustainability and community needs. However, the effectiveness of RDTR implementation is contingent upon the availability of accurate data, inter-agency coordination, and community participation, which remain significant challenges in many archipelagic regions (Ramonés, 2025; Ananda, 2025).

In addition to spatial planning, tourism-based policy innovation emerges as a critical strategy for enhancing local economic development while maintaining ecological balance. The case of Patikarya in the Selayar Islands demonstrates that tourism development can be effectively integrated with conservation efforts through the application of land suitability analysis and community-based planning. This approach reflects a shift from exploitative development models toward more sustainable and participatory frameworks. The findings indicate that such policies can improve access to economic opportunities and infrastructure, particularly in remote areas where traditional economic activities are limited. Nevertheless, the success of tourism-based innovation is highly dependent on infrastructure availability, including transportation, accommodation, and public facilities, which are often inadequate in archipelagic contexts (Kurniawan et al., 2022; Hajar & Syafrizal, 2025).

Furthermore, the study highlights the importance of collaborative governance as a mechanism for enhancing policy effectiveness and addressing complex development challenges. The cases of Senggigi and Ekang Village illustrate how multi-actor collaboration involving government, private sector, and local communities can facilitate resource sharing, improve service delivery, and strengthen institutional capacity. Collaborative governance allows for more inclusive decision-making processes and promotes a sense of shared ownership among stakeholders. However, the findings also reveal that the implementation of collaborative governance is often hindered by weak institutional networks, low levels of trust, and limited coordination mechanisms. These challenges indicate that while collaborative governance holds significant potential, its success requires strong leadership, clear governance structures, and continuous capacity-building efforts (Gurvantry et al., 2022; Rahman et al., 2023).

Another crucial aspect of governance transformation identified in this study is the role of BUMDes as a driver of local economic development and infrastructure financing. The findings show that BUMDes innovation, particularly in the case of BUMDes Larasati, has significantly contributed to increasing village-generated revenue (PADesa), which in turn supports infrastructure development and public service improvement. This demonstrates that economic empowerment at the village level can serve as a sustainable source of development funding, reducing dependence on external resources. However, the effectiveness of BUMDes

is highly dependent on the application of good governance principles, including transparency, accountability, participation, and rule enforcement. In many archipelagic villages, the lack of managerial capacity and weak governance practices limit the potential benefits of BUMDes, resulting in uneven development outcomes (Irawan et al., 2023; Masse et al., 2025).

The integration of digital governance further strengthens the transformation of village governance by enhancing efficiency, transparency, and data-driven decision-making. The implementation of electronic-based government systems (SPBE) and digital platforms for BUMDes administration represents a significant step toward modernizing rural governance. The findings indicate that digital innovation can improve service delivery, facilitate data integration, and support more effective policy coordination. For example, digital training programs for BUMDes administrators have been shown to increase administrative efficiency and accountability, thereby contributing to institutional strengthening. However, the adoption of digital governance in archipelagic regions faces significant challenges, particularly related to limited ICT infrastructure and low levels of digital literacy among local officials and communities (Yahyatullah et al., 2025; Komarudin et al., 2025).

Despite the positive impacts of various policy innovations, the study also identifies several structural challenges that hinder the transformation of village governance in archipelagic regions. One of the most prominent challenges is the limitation of basic infrastructure, including transportation networks, ports, and digital connectivity. These limitations not only restrict access to public services but also reduce the effectiveness of policy implementation. Additionally, policy fragmentation and weak coordination across different levels of government create inconsistencies in development planning and execution. This lack of coherence often results in overlapping programs, inefficient resource allocation, and reduced policy impact. Addressing these challenges requires a more integrated and coordinated approach to governance, supported by strong institutional frameworks and effective communication mechanisms (Ramonés, 2025; Hajar & Syafrizal, 2025).

Another important issue highlighted in the findings is the need for stronger integration of data and digital platforms to support governance transformation. The use of integrated data systems, such as spatial dashboards and e-government platforms, can enhance policy coherence, improve monitoring and evaluation processes, and support evidence-based decision-making. However, the implementation of such systems requires significant investment in ICT infrastructure and human resource development. In many archipelagic regions, the lack of technical capacity and financial resources remains a major barrier to digital transformation. Therefore, policy innovation in this area must be accompanied by targeted capacity-building programs and strategic partnerships with external stakeholders (Ramonés, 2025; Komarudin et al., 2025).

Moreover, the study emphasizes the importance of community participation and multi-stakeholder collaboration in ensuring the success of governance transformation. Participatory approaches, such as community-based monitoring and social audits, can enhance transparency, accountability, and public trust in governance processes. The findings suggest that policies that actively involve local communities in planning, implementation, and evaluation are more likely to achieve sustainable outcomes. Collaborative governance models that integrate government, private sector, and community actors can also facilitate resource mobilization and knowledge sharing. However, these approaches require strong institutional support and effective

facilitation to overcome existing barriers related to trust and coordination (Gurvantry et al., 2022; Rahman et al., 2023).

In line with these findings, the study proposes that BUMDes should be further developed as a central component of village governance transformation, particularly in archipelagic regions. By linking BUMDes with digital platforms and broader economic networks, villages can enhance their economic resilience and improve access to markets and services. The integration of BUMDes with digital governance systems also enables better financial management, transparency, and accountability. However, achieving this requires a comprehensive approach that includes capacity building, regulatory support, and continuous monitoring and evaluation. Strengthening the institutional capacity of BUMDes is therefore essential for maximizing its role as a driver of local development (Masse et al., 2025; Yahyatullah et al., 2025).

Overall, the findings of this study confirm that the transformation of village governance in archipelagic regions is a complex and multidimensional process that requires the integration of various policy innovations. Spatial planning, economic development, collaborative governance, and digital transformation must be implemented in a coordinated and complementary manner to achieve sustainable and inclusive development outcomes. Local government policy innovation plays a central role in this process by providing the necessary frameworks, instruments, and incentives for governance transformation. However, the success of these innovations depends on the ability of local institutions to adapt to contextual challenges, build capacity, and foster collaboration among stakeholders.

In conclusion, this study provides empirical evidence that local government policy innovation is a key driver of governance transformation in archipelagic villages, particularly in overcoming limitations related to access and infrastructure. The integration of adaptive spatial planning, tourism-based development, collaborative governance, BUMDes innovation, and digital governance creates a comprehensive framework for addressing the unique challenges of island regions. However, significant challenges remain, including infrastructure limitations, policy fragmentation, and institutional weaknesses. Addressing these challenges requires a holistic and integrated approach that combines policy innovation with capacity building, stakeholder collaboration, and digital transformation. By doing so, archipelagic villages can achieve more effective, inclusive, and sustainable governance systems that are capable of supporting long-term development goals (Irawan et al., 2023; Komarudin et al., 2025).

4. Conclusion

In conclusion, this study confirms that local government policy innovation plays a pivotal role in transforming village governance in archipelagic regions, particularly in overcoming constraints related to limited access and inadequate infrastructure. The findings demonstrate that an integrated approach combining adaptive spatial planning (RDTR), tourism-based development, collaborative governance, BUMDes-driven economic innovation, and digital governance systems significantly contributes to improving public service delivery, strengthening infrastructure development, and enhancing institutional capacity at the village level. However, the effectiveness of these innovations is highly dependent on governance quality, including coordination across government levels, stakeholder collaboration, and the capacity of local institutions to adopt digital and managerial advancements. Therefore, sustainable governance transformation in archipelagic villages requires not only innovative

policies but also strong institutional frameworks, inclusive participation, and continuous capacity building to ensure that development outcomes are equitable, resilient, and contextually adaptive.

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