

Hybrid Digital-Manual Elementary Student Transfer Services: Good Governance Analysis at North Jakarta Education Sub-Department II

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Abstract

Purpose: This study examines how partial digitalization shapes good governance in elementary school student transfer services at the Education Sub Department of Region II, North Jakarta, within a digital–manual hybrid model.

Methodology: This study employed a descriptive qualitative approach. Data were collected through in-depth interviews with education officials and parents, supported by observation and document analysis. Informants were selected using snowball sampling, and data credibility was ensured through the triangulation of sources and methods.

Results: SPBE implementation through the Dapodik system improved data organization and accessibility, but student transfer services still operate under a digital–manual hybrid model. This structure creates inefficiencies, such as long processing times, duplicated work, fragmented accountability, limited traceability, and uneven transparency of information.

Conclusions: This study shows that partial digitalization alone does not ensure effective governance. The persistence of manual procedures within digital systems weakens efficiency, transparency, and accountability, indicating that governance quality depends on the level of integration between technology and organizational processes.

Limitations: This study is limited to elementary school transfer services in a single regional education office and relies on the qualitative perceptions of key informants.

Contributions: Beyond its context, this study contributes to public administration theory by framing student transfer services as digital manual hybrid governance and demonstrating how incomplete digital integration limits good governance while informing SPBE-based service reform in education.

Keywords: *Digital Public Service, Education Service, Good Governance, SPBE, Student Transfer*

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1. Introduction

The Education Sub-Department of Region II, North Jakarta Administrative City, is responsible for delivering basic education services, including elementary school student-transfer services. As part of public service reform, these services have been integrated into One-Stop Integrated Services to improve accessibility, efficiency, and service quality (Gojali, 2022). Previous studies have emphasized that qualified human resources and organizational capacity are essential for improving productivity and service performance in public institutions (Kurniawan & Chasanah, 2021).

However, student transfer services at this office are still implemented through a hybrid digital and manual system. While student data are processed digitally through the *Data Pokok Pendidikan* (Dapodik), critical administrative stages such as document verification, issuance of transfer letters, and inter-unit coordination remain manual and offline. Data recording still relies on tools such as Microsoft Excel and physical ledgers, increasing the risk of errors, work duplication, and delays in service delivery ([Hidayat, 2023](#)). This situation reflects a broader challenge, particularly in local government, where digital systems coexist with entrenched manual procedures.

At the policy level, the Indonesian government has promoted digital transformation through Presidential Regulation No. 95 of 2018 on the Electronic-Based Government System, which defines SPBE as the use of information technology in government administration to deliver electronic-based services ([Yulisa & Putra, 2021](#)). *Sistem Pemerintahan Berbasis Elektronik* (SPBE) is expected to improve the efficiency, transparency, and accountability of public services ([Abdullah and Burhanuddin \(2023\)](#); [Lestari et al., 2024](#)). Furthermore, Presidential Regulation No. 132 of 2022 on the National SPBE Architecture emphasizes interoperability, integration, and efficiency as core principles in developing digital government systems ([Mukarom, Renawati, Nurishlah, Suhara, & Setiawan, 2024](#); [Rohmandar & Dewi, 2025](#)).

Although the normative and regulatory foundations of digital governance are well established, academic studies on e-government and SPBE have largely focused on technological adoption and policy frameworks, with less attention paid to how partial digitalization shapes everyday governance practices in specific service sectors. Prior research has shown that e-government can strengthen transparency and accountability; however, its effectiveness is often limited when organizational processes remain fragmented and manual ([Lestari et al., 2024](#); [Santoso, 2025](#)). However, few studies have explicitly analyzed student transfer services as a case of digital-manual hybrid governance, where digital systems coexist with traditional administrative routines.

This gap is important because good governance is not determined merely by the presence of technology but by how governance principles, such as transparency, accountability, effectiveness, and efficiency, are operationalized in practice ([Ramadhi Priono, 2020](#); [Santoso, 2025](#)). In the context of elementary school student transfers at the North Jakarta Education Sub-Department II, the persistence of manual procedures alongside SPBE-based systems raises critical questions about whether digitalization has truly improved governance quality or merely added new layers to existing bureaucratic routines. Therefore, this study is positioned at the intersection of e-government, SPBE, and public service governance literature to address the following research questions:

1. How does the application of good governance principles support the digitization of elementary school student transfer services?
2. What obstacles emerge from the continued reliance on manual procedures in a partially digitalized service system?

This study aimed to analyze the effectiveness and readiness of SPBE in supporting the digitization of student transfer services and to identify structural and procedural barriers that limit good governance outcomes ([Affrilian, 2023](#)). Academically, this study contributes to public administration scholarship by conceptualizing student transfer services as a form of digital-manual hybrid governance. Practically, it provides strategic input for improving transparency, accountability, and efficiency in education service delivery ([Ismail, Ritchi, & Adrianto, 2019](#); [Santoso, 2025](#)).

2. Literature Review and Hypothesis Development

2.1 Good Governance in the Context of Digital and Public Service Reform

Good governance is widely understood as the way in which governments exercise authority and manage public resources to achieve public service objectives in a fair, effective, and accountable manner. This view frames governance not merely as administrative control but as a normative standard linking state action with citizen rights and service quality ([Hidayat, 2023](#); [Jopang, Aryatama, Muazzinah, Qamal, & Ansar, 2024](#)). In evaluating public services, four elements are consistently emphasized: rule of law, transparency, accountability, and effectiveness efficiency. These principles are central to ensuring that

services are predictable, open, and performance-oriented rather than arbitrary or procedural ([Jauhari, 2022](#); [Rohmandar & Dewi, 2025](#)). However, recent international studies on e-government and digital governance show that these principles are not automatically improved through the introduction of technology alone. Governance quality depends on the depth of digital system integration into organizational routines and decision-making processes ([Subagyo, 2024](#)). Comparative research on public sector reform also demonstrates that partial digitalization often produces hybrid governance arrangements, where digital platforms coexist with traditional bureaucratic practices. In such contexts, transparency may increase at the level of information availability; however, accountability and efficiency remain constrained by fragmented workflows and manual verification procedures ([Rohmandar & Dewi, 2025](#)).

In public services, the government is positioned as a service provider, and citizens are positioned as rights-bearing users of services. This shifts the relationship from one of power to one of service, where fairness, openness, and accountability become the central performance indicators ([Sukamto, Rasiman, & Muhtarom, 2023](#); [Syarif & Riza, 2022](#)). Educational services, such as student transfers, involve multistage administrative processes, making them particularly sensitive to weaknesses in procedural certainty, information flow, and administrative traceability. When one of these elements is weak, citizens experience delays, uncertainty, and increased transaction costs, which directly undermine the quality of governance ([Saputro et al., 2024](#)). This study builds on and extends the literature by focusing on good governance under conditions of partial digitalization, where digital systems coexist with manual service routines. Rather than assuming that e-government automatically leads to better governance, this study critically examines how a digital manual hybrid governance model reshapes transparency, accountability, effectiveness, and efficiency in everyday administrative practice.

2.2 Operationalizing Good Governance in Hybrid Digital Manual Student Transfer Services

Operationalizing good governance means translating normative principles into observable service indicators, from application submission and verification to decision-making and archiving processes. This process is particularly complex in student transfer services because it is administrative in nature, involves multiple actors, and is often governed by both digital and manual systems, creating a hybrid governance setting ([Affrilian, 2023](#); [Kurniawan & Chasanah, 2021](#)). In this context, four operational dimensions are central: rule of law and procedural certainty, transparency, accountability and administrative traceability, and service effectiveness and efficiency. These dimensions are widely used in governance studies to assess whether services meet legal and performance standards ([Rizki & Kurniawan, 2023](#)). Procedural certainty is not only about having formal regulations and SOPs but also about ensuring that service flows are predictable, standardized, and traceable across organizational units ([Subagyo, 2024](#)).

Transparency extends beyond the publication of the requirements and procedures. In digital governance, transparency is meaningful when citizens can easily understand service flows, track application statuses, and access decision rationales through integrated systems. In hybrid systems, however, transparency often becomes uneven because digital stages are visible while manual stages remain opaque and dependent on officer availability ([Rizki & Kurniawan, 2023](#)). Accountability and administrative traceability are influenced by the degree of system integration. In manual or semi-digital systems, accountability relies heavily on physical documents, stamps, and discipline. While this may satisfy legal-formal requirements, international studies on digital governance stress that effective accountability requires systematic, searchable, and real-time administrative trails ([Istianto & Wahyurudhanto, 2023](#)).

Finally, effectiveness and efficiency are assessed not only by service outcomes but also by the reduction of unnecessary steps, duplication, and citizen burdens. Hybrid governance arrangements tend to preserve old procedures alongside new systems, producing inefficiencies rather than eliminating them. Therefore, governance reforms must transform service workflows, not merely digitize isolated components ([Rizki & Kurniawan, 2023](#)). By synthesizing these perspectives, this study operationalizes good governance in student transfer services as a hybrid digital-manual governance process, where

governance quality depends on the alignment between digital systems, organizational routines, and service principles.

3. Methodology

This study employs a qualitative approach to examine the implementation of good governance in elementary school student transfer services at the North Jakarta Education Subdepartment II. Informants were selected using snowball sampling, beginning with key officials in the Elementary School Section and PTSP and expanding to parents as service users ([Febriana, 2025](#)). Primary data were collected through semi-structured interviews conducted between December 19 and 23 with the Head of the Elementary School Section, staff members, PTSP officers, and parents, and were complemented by observation and document analysis ([Saputro et al., 2024](#)).

Interview transcripts were analyzed using a thematic analysis procedure that involved open coding to identify meaningful units of data, grouping similar codes into categories related to transparency, accountability, effectiveness, efficiency, and hybrid digital-manual governance, and synthesizing these categories into the analytical themes. Data credibility was strengthened through the triangulation of sources and methods and informal member checking. Ethical principles were observed by informing the participants about the purpose of the study, ensuring voluntary participation, maintaining confidentiality through anonymized role-based identifiers, and using all data solely for academic purposes.

4. Results and Discussion

4.1 Results

4.1.1 Regulatory Framework of Student Transfer Services

Based on the Circular Letter of the DKI Jakarta Provincial Education Office No. 53/SE/2025 on Student Transfers for the Even Semester of 2025/2026, student transfers are regulated in accordance with Minister of Education Regulation No. 3/2025 and Governor Regulations Nos. 9/2012 and No. 57/2022 ([Mukarom et al., 2024](#)). The regulation defines three main aspects: (1) the scope of transfers (within and outside DKI Jakarta), (2) procedures for transfer-in, and (3) procedures for transfer-out. Transfers must adhere to objective, transparent, accountable, and free-of-charge principles. Administrative requirements include report cards, accreditation certificates, transfer letters, Dapodik withdrawal certificates, and validation of student identification numbers. These regulations form the formal basis for implementing elementary student transfer services at the North Jakarta Education Sub-Department II and remain valid until 2026.

4.1.2 Offline and Hybrid Workflow of Student Transfers

Interview data show that the student transfer process is implemented through a hybrid system that combines digital and manual procedures. According to the Elementary School Section staff and PTSP officers, digital processing occurs only at the level of Dapodik data transfer between schools, while the issuance and verification of transfer letters and supporting documents remain manual and require wet signatures. Parents must first ensure that their child is accepted into the destination school before submitting the documents. These documents are then processed sequentially by the school, district unit, and Education Sub-Department. For inter-provincial transfers, documents must be handled at the provincial level. Informants consistently reported that this layered manual procedure resulted in long processing times, especially when parents delayed document submission or when staff availability was limited.

4.1.3 Physical Document Management (Offline Archiving)

The findings indicate that student transfer documents are archived using a three-tier system: at the school, at the Education Sub-Department, and by parents. Document management relies on physical filing cabinets, student transfer books, and Microsoft Excel for basic records. During peak transfer periods (July and January), the staff reported difficulties in locating files due to high volume, human error in recording names or numbers, and undisciplined filing practices. Several informants mentioned cases of misplaced files, damaged documents, and errors in letter numbering, which made retrieval

time-consuming and difficult. Parents also reported additional financial and time burdens due to repeated photocopying and legalization of multiple documents.

4.1.4 Accuracy and Data Validation

All informants acknowledged that manual data processing increases the risk of human error, especially in writing student names, school names and document numbers. Correction procedures require reconfirmation with parents or schools and rechecking from the initial point of the error. Staff emphasized that validation must be conducted before finalizing documents, but mistakes still occur during peak service periods.

4.2 Discussion

4.2.1 Supremacy of Law and Procedural Certainty

In principle, elementary school student transfer services must be carried out based on valid regulations, not on the preferences of individuals or officials. In the North Jakarta Regional Education Office II, the legal basis is relatively strong because the transfer process refers to the Jakarta Education Agency Circular Letter Number 53/SE/2025 (even semester 2025/2026), which follows up on other regulations (including Permendikdasmen No. 3 of 2025 and the relevant Jakarta Governor's Regulation). This service foundation has a clear direction with requirements such as procedures, authority, and service outputs set as the same standards for all applicants ([Dharmika & Subanda, 2023](#)). The regulation emphasizes the principles of objective, transparent, accountable, and free-of-charge transfers of funds. In the framework of governance, procedural certainty means that applicants can reasonably predict the process: what documents are needed, who verifies them, how many stages there are, and how the status of the application can be tracked.

The literature on public service governance places the rule of law as the foundation of certainty and fairness in services, with legal rules functioning as a "standard footing" so that decisions or services are not arbitrary. However, in practice, procedural certainty is still affected by hybrid (manual-digital) flows and cross-unit processes. For example, there is still a need for physical processes such as wet signatures and stamps, as well as the transfer of files through several levels (schools, service units, sub-agencies, and even between provinces in certain conditions), resulting in relatively longer and more variable service times. This is evident in the administrative requirements originating from the education system (e.g., documents downloaded from Dapodik), which are still combined with manual verification and administration in the field ([Rusdiana & Untari, 2025](#)).

This "mixed" condition is in line with the research by [Setia and AUFAR \(2023\)](#), who found that the transformation of public service digitalization in principle increases efficiency, openness, and accountability, but its effectiveness is often hampered when business process integration is not yet complete and there is still a dependence on manual work patterns. Additionally, according to [Setia and AUFAR \(2023\)](#), unintegrated digital services (e.g., issues of interoperability and cross-unit coordination) can prolong and reduce the standardization of processes, making it difficult to consistently maintain time certainty and process flow certainty.

4.2.2 Service Transparency

Transparency in elementary school student transfer services is evident in the availability of written rules and requirements that explain what applicants must fulfill. In the service document, the transfer requirements are explained in sufficient detail, starting from filling out the registration form, photocopies of legalized report cards, and showing the original report cards to supporting documents such as educational unit accreditation certificates and stamped letters of request from parents/guardians. Additionally, the principles governing the process are emphasized as objective, transparent, accountable, and free of charge, which normatively reinforces the commitment to service openness ([Kadir, Rivaldi, Farsia, & Bantasyam, 2023](#)).

However, transparency does not stop at the "presence or absence" of written requirements. From a public service management perspective, transparency is assessed based on the ease with which users can understand process flow, predict service times, and obtain information on process status. At this

point, transparency at the user experience level is still unstable because the transfer process is still hybrid: some of the administration (data) has moved to the system (e.g., Dapodik), but physical documents remain dominant and must be transferred between service units. This means that information on service duration often depends on the situation on the ground; for example, applicants must wait for staff to be available; if there are no staff available, the process may be delayed until the next day. This means that, in terms of policy, services are transparent; however, in terms of implementation, there are still areas that make it difficult for citizens to obtain reliable information (especially regarding service time and progress) ([Jopang et al., 2024](#)). Conceptually, this situation aligns with the literature emphasizing that digitalization/e-government can enhance transparency, but its benefits often remain suboptimal when business processes are not end-to-end and still require high levels of manual interaction.

4.2.3 Accountability and Administrative Traces

Accountability in student transfer services is fundamentally related to the ability of agencies to account for every decision and every stage of service, from file receipt and verification to the issuance of letters/documents and updating student data. In practice at the North Jakarta Regional Education Office II, this accountability still largely relies on formal administrative mechanisms in the form of physical documents, stamps, and wet signatures as a form of legitimacy and proof that the process was carried out by authorized officials. Such mechanisms are generally seen as strengthening the legal-formal aspect, especially for more complex transfers, such as out-of-area/inter-provincial transfers, which require stricter authorization ([Yani, Tamsil, Setyowati, Jatmiko, & Ridlwan, 2025](#)).

However, the findings of this study indicate that service accountability still faces obstacles because the process is not yet fully digital. Dapodik is already used digitally for data transmission, but the preparation of letters/documents and file regulations remains predominantly manual. This "hybrid" condition has important consequences for accountability: evidence of the process is divided between digital traces (data in the system) and physical traces (letters/files), so control over the process is highly dependent on disciplined manual document management and coordination across units (schools–satpel–sub-departments). At this point, accountability is no longer just about "complete files," but also "whether the files can be traced quickly" and "whether the service stages can be clearly reconstructed when needed" ([Dewi, 2025](#)).

Administrative trails become vulnerable when archiving and record-keeping rely on manual media such as mutation books, Microsoft Excel, and ledgers. In your research document, it is mentioned that during transfer seasons (e.g., July and January), staff may become overwhelmed due to the increased volume of files, thereby raising the risk of human error, such as incorrect name input, misplaced files, or documents being taken home by parents, resulting in the inability to locate the documents during data tracking. According to [Chaniago et al. \(2023\)](#), manual archives can be scattered or damaged (e.g., eaten by termites), undisciplined letter numbering makes tracking difficult, and there are cases of files being "misplaced" in filing cabinets, making them time-consuming to find again.

Thus, it can be concluded that the accountability of the current transfer service tends to be strong in legal-formal terms (due to the existence of physical documents and wet signature authorizations) but is not yet strong in systemic terms because the administrative trail has not been integrated into a consistent digital workflow. This implies that when information disputes, internal audits, or rapid tracing needs arise, the main burden still falls on manual file searches and the diligence of officers, who are most at risk during busy service periods. Conceptually, research on SPBE/e-government also emphasizes that effective digitization should strengthen accountability through more measurable, documented, and traceable processes, not merely by transferring data to a system.

4.4.4 Effectiveness and Efficiency of Services

Effectiveness and efficiency in public services refer to the ability of service organizations to achieve service objectives (effective) with minimal use of resources, namely time, energy, costs, and procedures (efficient). Within the framework of Good Governance, effectiveness and efficiency are indeed core elements that assess whether services are working according to their objectives and do not burden the

community unnecessarily ([Johan & Tjoneng, 2025](#)). Based on research by [Elizah, Asha, Fathurrochman, and Rahman \(2025\)](#), the digitization of elementary school student transfer services has not resulted in optimal time savings because the administrative process is still hybrid. On the one hand, systems such as Dapodik are already used digitally for data transmission, but on the other hand, the preparation of letters/documents and file processing are still predominantly manual. This condition is explicitly stated in the manuscript, that the preparation of documents/letters is still mostly done manually even though Dapodik is already digital, and this has an impact on the amount of time spent on transfer regulation tasks from the school level to the Sub-District Education Office.

Operationally, this hybrid model makes services inefficient because of duplication of work and the physical movement of files across service points. Files that should be processed in a single system flow still have to be physically moved, passing through the school, implementing unit, and sub-district office. In interviews with parents (Mr. Suwargo, Mr. Bowo, and Mrs. Santi), it was explained that the manual document/letter flow takes a long time because it has to be processed from the school, the school implementing unit, to the sub-district office. Even for transfers outside the region, processing at the inter-provincial office is required. This pattern shows that service time is influenced by the verification process and the number of administrative "hand-offs" (unit transfers) that prolong the duration and increase the risk of repeated processes ([Gaffar, Karsona, Pujiwati, & Perwira, 2021](#)).

In terms of effectiveness, the service has a clear objective: facilitating the orderly transfer of students. However, delays in the manual process can reduce the quality of this objective. This is particularly evident from the time constraints that arise in the field when the service is heavily influenced by the presence of police officers. Ms. Santi added that the process can be lengthy when waiting for officers to be present; if they are not available, applicants must wait until the next day to complete the process. This condition shows that the effectiveness of the service (timeliness of service) is not yet stable because it still depends on situational factors, not on system certainty ([Jaramillo Villegas, Hernandez Rincon, Gallego Beltran, & Guzman Sabogal, 2025](#)).

Service efficiency is also influenced by the administrative burden shifted to service users. The interview findings revealed that the speed of service was largely determined by how quickly parents could complete the required documents. This means that when citizens face time constraints, distance, or lack of knowledge about the details of the documents that must be completed, the process can be hindered. At this point, the service is not yet fully "user-friendly" because the system has not significantly reduced administrative friction. The efficiency that should result from digitization (cutting down on steps, reducing face-to-face visits, and tracking status) has not been fully achieved because many steps are still offline ([Rizki & Kurniawan, 2023](#)).

The study also confirms the general conclusion that the student transfer process, which is mostly done manually and is not yet integrated with electronic systems, makes the process less efficient, takes longer, and has the potential to increase record-keeping problems. Therefore, the implementation of the SPBE has not yet reached its full potential in the context of student transfers. The efficiency problem here is not just a matter of "slowness," but also relates to process design: the service flow still requires the transfer of files and repeated manual validation, so that the time and energy burden remains high for both officials and the community ([Rohmandar & Dewi, 2025](#)). Thus, the effectiveness and efficiency of elementary school student transfer services at the research location are not yet consistent because the digitization is still partial. The existence of Dapodik helps with data aspects, but it is not enough to significantly reduce processing time as long as documents/letters and administrative verification are still predominantly done offline.

5. Conclusions

5.1 Conclusion

This study demonstrates that the implementation of good governance in elementary school student transfer services at the North Jakarta Regional Education Office II has shown partial progress, particularly in regulatory compliance and the use of SPBE through the Dapodik system. However, service implementation remains constrained by a hybrid governance model that combines digital

processes and manual administrative practices. Theoretically, this study contributes to the public administration and governance literature by clarifying that hybrid governance is not merely a transitional phase toward full digitalization but a distinct service regime that shapes transparency, accountability, and efficiency outcomes. The findings show that digital systems improve data organization and formal legality; however, the continued reliance on physical documents, wet signatures, and manual coordination weakens procedural certainty, limits real-time transparency, fragments accountability trails, and reduces service efficiency. Practically, this study implies that strengthening good governance in education services requires not only the adoption of digital platforms but also the full integration of business processes from end-to-end. Service flow, documentation, and tracking mechanisms should operate within a single electronic system. Without such integration, SPBE remains symbolic rather than transformative. Therefore, this study highlights the need for institutional reform toward fully integrated digital governance to ensure measurable transparency, traceable accountability, and consistent efficiency in student-transfer services.

5.2 Research Limitations

This study had several limitations. First, the research only focused on elementary school student transfer services within the North Jakarta Regional Education Office II. Therefore, the findings do not fully represent student transfer services at other educational levels, such as junior high school, senior high school, and vocational high school. Second, this study used a qualitative methodology with data collected through interviews and documents. Consequently, the findings are highly dependent on the perceptions, experiences, and information provided by the selected informants.

5.3 Suggestions and Directions for Future Research

Future studies should examine student transfer services at broader educational levels and in different administrative regions to obtain more comprehensive findings. Further research should explore the integration of digital systems among relevant agencies, including the readiness of human resources, adequacy of technological infrastructure, and effectiveness of digital service strategies implemented in the community. Future studies may also use quantitative or mixed-method approaches to measure the impact of digital governance on transparency, accountability, efficiency, and user satisfaction. These directions are expected to strengthen good governance and optimize the digitalization of student transfer services in the education sector.

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Author Contributions

HM was responsible for the conceptualization, study design, data collection, analysis, manuscript drafting, and final approval. MR supervised the study, validated the methodology, interpreted the data, revised the manuscript, and provided final approval. All authors have read and approved the final version of the manuscript, ensuring transparency and accountability in their roles.

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