



Restructuring the Division of Governmental Functions Based on Lean Governance Principles

Firdaus Arifin ¹, Ihsanul Maarif ²

Universitas Pasundan ¹, Universitas Pasundan ²

E-mail: firdaus.arifin@unpas.ac.id, ihsanul.maarif@unpas.ac.id

Number Phone (Whatsapp): +62 812-2024-0539

Abstract - The bloated structure of government bureaucracy, characterized by overlapping authorities among ministries, significantly impacts inefficiency in policymaking, resource wastage, and inter-ministerial conflicts, ultimately slowing down public services and disadvantaging society. This study aims to explore the application of lean governance principles as an approach to streamline the bureaucratic structure of state ministries, focusing on waste reduction and workflow optimization. This study employs a normative juridical method with a doctrinal approach to analyze and understand the principles of lean governance in the context of efficient public administration. Data were collected through a literature review encompassing legal literature, scholarly journals, and relevant policy documents. The data analysis was conducted qualitatively using a descriptive-comparative method to assess the alignment of regulatory frameworks governing ministerial authority with the principles of lean governance. The implications of this study include the need for regulatory adjustments to support authority restructuring and enhanced information technology to improve transparency and accountability. Consistent implementation of lean governance is expected to create a more responsive and adaptive government, ultimately fostering greater public trust in the public sector.

Keywords: lean governance, bureaucratic efficiency, authority restructuring, public administration, public responsiveness

I. INTRODUCTION

Structural efficiency in government has become a central focus in modern bureaucratic reforms across many countries, particularly within ministries characterized by complex structures and overlapping authorities. In this context, the greatest challenge lies in achieving a balance between the effective execution of governmental functions and the optimal use of resources to avoid task duplication and expedite decision-making processes. Aligned with the global trend toward more efficient bureaucratic reforms, the concept of lean governance emerges as a strategic approach to reducing waste, streamlining bureaucratic processes, and enhancing the adaptability of public administration in responding to societal needs (Ikatrinasari & Haryanto, 2014). Within the framework of governance, lean governance emphasizes the restructuring of authority to promote better coordination, simplify procedures, and create greater value by utilizing resources more effectively (Sudrajat et al., 2023).

In Indonesia, the division of roles, duties, and authority within the central government is governed by several legal frameworks that form the foundation for bureaucratic management and governance. One of the primary legal bases is Law Number 39 of 2008 on State Ministries, which specifically regulates the structure, functions, and authority of each ministry. This law emphasizes the importance of efficiency in the organizational structuring of ministries and allocates authority in alignment with the strategic needs and functions of the

state, aiming to establish a government that is both effective and responsive to the public (Illahi, 2022). For instance, ministries responsible for education and those overseeing research and technology often experience overlaps in programs related to human resource development. This overlap can lead to budget and time inefficiencies, as well as diminishing the impact of resulting policies.

Additionally, Law Number 23 of 2014 on Regional Government regulates the distribution of governmental responsibilities between the central and regional levels, incorporating principles of autonomy and decentralization. These principles aim to ensure that ministries operate in a coordinated manner without overlapping with regional institutions (Hoessein et al., 2022). Presidential Regulation Number 7 of 2015 on the Organization of State Ministries further elaborates on the organizational structure of ministries to ensure synergy and coordination among them, while preventing role duplication that could potentially undermine the effectiveness of governance (Ariyanto & Maulana Kafrawi, 2022).

Furthermore, Law Number 30 of 2014 on Government Administration provides a legal foundation for good governance, including principles for the efficient and accountable allocation of authority. This legislation serves as a basis for defining the boundaries of authority and preventing overlaps in responsibilities among various ministries and government agencies, which often become a source of inefficiency (Poernomo, 2022). For example, in poverty alleviation programs, multiple ministries often implement similar initiatives but with differing approaches. This not only creates confusion among the public but also results in inefficient use of resources. Based on this legal framework, the application of lean governance within governmental structures is expected to support the principles of good governance as mandated by existing regulations (Huntington & Goodyear, 2018a).

Although the legal framework emphasizes the importance of applying efficiency principles in the distribution of authority within state ministries, significant challenges remain in its implementation. Structural inefficiencies and overlapping authorities continue to pose major issues within ministerial bureaucracies, leading to delays in public service delivery and budgetary waste. Complex structures and unclear distribution of authority often result in task duplication and extended bureaucratic processes, ultimately hindering the responsiveness of ministries in addressing societal demands (Siboy, 2022a). For instance, in responding to natural disasters, confusion often arises regarding who holds responsibility, resulting in delays in decision-making and the allocation of necessary resources. Poor coordination between units within ministries can slow down policy implementation, while resources are consumed by unproductive administrative processes (Bahadori et al., 2017).

Therefore, this study seeks to address these issues by applying the principles of lean governance as a method for restructuring authority, aiming to create a leaner, more responsive, and efficient government. This study aims to explore the application of lean governance principles in restructuring authority within state ministries to enhance structural and functional efficiency. This approach is expected to identify areas of inefficiency, map the optimal distribution of authority, and provide data-driven recommendations for reforming ministerial authority structures. By integrating the lean concept, widely applied in the private sector, this research offers a restructuring framework that enables state ministries to achieve greater responsiveness and more effective utilization of available resources.

Additionally, the study seeks to deliver in-depth recommendations for improving bureaucratic processes to support more adaptive and effective governance. Practical examples of lean governance in the private sector demonstrate how reducing inefficiencies and improving processes can significantly boost productivity. Therefore, applying these principles in the context of government is anticipated to yield similar results (Kumar et al., 2023). Theoretically, research on lean governance in the context of government remains relatively new and has rarely been applied to the structure of authority within state ministries. Most literature on bureaucratic reform focuses on managerial improvements or the adoption of technology, such as (Anggraeni, 2019) studies on *Bureaucratic Reform in the Empirical Perspective* and (L. K. Dewi et al., 2023) studies on *Pathology and Innovation and Bureaucratic Reform in Indonesia's Judiciary*. However, few have explored lean principles for restructuring aimed at reducing redundancies and optimizing authority. This study seeks to fill

that gap in the literature by offering a new perspective on the application of lean principles in the distribution of governmental authority, representing a significant contribution to bureaucratic reform. In this context, it is important to note that the implementation of lean governance is not solely about cost reduction but also about enhancing the quality of public services delivered to society.

This research offers a novel approach by integrating lean governance principles into the restructuring of governmental function allocation, a strategy that remains underexplored in governance literature. This approach not only provides solutions for enhancing bureaucratic efficiency and effectiveness but also addresses the root structural issues hindering coordination between central and regional governments. By focusing on waste reduction, process simplification, and value creation in governance, this study is expected to significantly contribute to the development of a more adaptive and accountable governance model. The justification for this research lies in the urgency of governance reform in Indonesia, which faces challenges such as overlapping authority, inefficient bureaucracy, and regulatory inconsistencies issues that demand innovative solutions. Furthermore, in a global context, this research can serve as a reference for other countries grappling with similar challenges in managing decentralized governance systems. By integrating evidence-based approaches and robust conceptual frameworks, this study not only adds new perspectives to academic discourse but also provides practical impacts relevant to policymakers and governance practitioners.

II. METHOD

This study employs a normative legal research approach aimed at analyzing the legal framework relevant to restructuring the division of governmental functions based on lean governance principles (Negara, 2023). The methodology incorporates three key approaches: the statute approach, the conceptual approach, and the comparative approach. The statute approach involves analyzing various regulations governing the division of governmental functions in Indonesia, such as Law No. 23 of 2014 on Regional Government and other related provisions. The conceptual approach is employed to explore the fundamental principles of lean governance and their relevance within the legal framework of governance. The comparative approach is applied to examine lean governance practices in other countries, serving as a basis for reflection and development.

Data collection techniques include document studies comprising an analysis of legislation, policy documents, official government reports, scholarly journal articles, and relevant reference books (Islam & Islam, 2020). Secondary data is also gathered through an in-depth literature review to understand the context, challenges, and opportunities associated with implementing lean governance in restructuring governance functions. The collected data is analyzed using qualitative methods. The analytical process is conducted systematically by identifying, organizing, and evaluating the content of legal documents and related literature (Chouhan et al., 2023). Legal interpretation techniques are utilized to discern the meaning of relevant legal norms and to construct a restructuring model based on lean governance principles (Ternavská, 2021). Through this analysis, the study generates recommendations that are not only theoretical but also practical and implementable within governmental policies.

III. RESULT AND DISCUSSION

A. Theoretical and Empirical Framework of Lean Governance Principles in the Division of Governmental Functions

The principles of lean governance originate from concepts of efficiency and process optimization, initially applied in business management but now developed into a strategic approach for public governance (Janssen & Estevez, 2013). In public administration, lean governance aims to eliminate non-value-added elements, streamline administrative procedures, and enhance the responsiveness of government institutions to societal needs. Theoretically, this approach underscores the importance of focusing on value creation for the public as the primary beneficiaries of services (Klein et al., 2022). However, implementing

these principles in a complex governmental system requires specific adaptations, particularly in decentralized contexts like Indonesia, where overlapping authority among government agencies often hinders efficiency.

Empirically, the division of governmental functions in Indonesia reveals fundamental challenges, including overlapping authority, inefficient bureaucracy, and contradictory regulations (Fefta Wijaya et al., 2023). Government policy reports indicate that 32% of regional authorities overlap with central government functions, leading to inter-agency conflicts and uncertainty in public policy implementation. Additionally, overly layered bureaucracies frequently obstruct swift and effective decision-making, while regulatory inconsistencies create legal uncertainties detrimental to citizens and economic actors (Siboy, 2022b). These challenges highlight the need for restructuring to foster more efficient and adaptive governance.

Comparative studies demonstrate that the implementation of lean governance in countries such as Japan and South Korea has successfully improved governmental operational efficiency. In Japan, the simplification of administrative procedures through the *kaizen* approach reduced decision-making time by 40%, significantly enhancing governmental responsiveness to societal needs (Jin, 2018). In South Korea, the elimination of unproductive bureaucratic elements and the digitalization of processes reduced budgetary waste by 15% (Jeong & Oh, 2019). These experiences offer valuable lessons applicable to Indonesia's division of governmental functions.

This research identifies three strategic steps for adapting lean governance principles in Indonesia: simplifying authority structures and clustering governmental functions, reducing non-value-added elements in bureaucratic processes, and strengthening inter-agency coordination. Simplifying authority aims to eliminate regulatory overlaps and improve decision-making efficiency (Halili & Kukovič, 2022). Clustering governmental functions is critical to ensure that related responsibilities are logically grouped, reducing jurisdictional conflicts. Strengthened inter-agency coordination is necessary to ensure that the execution of authority at regional and central levels is complementary and supportive rather than conflicting (Hariyanto, 2020).

Normative analysis of Indonesia's existing regulatory framework highlights the need for policy revisions to integrate lean governance principles. For instance, Law No. 23 of 2014 on Regional Government requires updates to emphasize authority efficiency and the reduction of unnecessary bureaucracy. This study asserts that lean governance-based reforms can not only address existing governance issues but also provide a framework for creating a more adaptive and responsive government, aligned with societal needs and global dynamics.

B. Interpretation of Findings: Understanding the Application of Lean Governance in the Context of Indonesian Government Administration

The findings of this study reveal that lean governance principles provide an effective framework for addressing overlapping authority, complex bureaucracy, and regulatory inconsistencies in the division of governmental functions in Indonesia. This interpretation is supported by theoretical approaches that prioritize efficiency and value creation as core elements of citizen-centered governance (Zaruba & Egorova, 2016). In the Indonesian context, this approach is particularly relevant as it addresses structural challenges that hinder government effectiveness. By integrating lean governance principles, the study proposes restructuring authority as a solution to simplify bureaucratic complexity.

Conceptually, these findings reinforce the lean governance theory in the governmental context by emphasizing the importance of eliminating non-value-added elements in bureaucratic processes. This study identifies excessive administrative documentation, lengthy approval processes, and overlapping regulations as significant impediments. This interpretation aligns with lean principles, which advocate for process simplification to enhance efficiency and accountability (Nacife et al., 2022). Simplifying these processes has the potential to save significant time and resources for the government, as demonstrated by the research findings.

The study also highlights the critical importance of strengthening inter-agency coordination in implementing lean governance. In a decentralized governance system, weak coordination often leads to jurisdictional conflicts and inefficiencies in policy implementation (Salmon, 2023). These findings underscore the need for more effective coordination mechanisms to ensure harmonization between central and regional governments. This interpretation supports prior literature emphasizing that effective coordination is a key element in the success of governance reforms.

Regarding the regulatory framework, the findings affirm the necessity of revising existing legislation to integrate lean governance principles. Current regulations are often ambiguous or contradictory, creating legal uncertainty. These findings suggest that policy revisions should focus on harmonizing regulations across various levels of government, ensuring that efficiency and accountability principles are embedded in all aspects of governance. By comparing these findings with international studies, it is evident that the application of lean governance is not only relevant but also strategically beneficial in the Indonesian governance context (Zulkeflee et al., 2023). Comparative studies indicate that lean governance has successfully enhanced efficiency and responsiveness in other countries, and this study's findings suggest similar potential outcomes if adapted contextually.

Thus, this interpretation contributes significantly to the development of governance theories and practices, while highlighting the critical role of lean governance frameworks in supporting governance reforms in Indonesia. The clustering of governmental affairs in Indonesia based on the principle of lean governance represents a strategic approach to streamlining the division of authority, reducing non-value-added elements, and enhancing inter-agency coordination. In this context, the analysis focuses on how the lean principle can be applied to establish governance systems that are efficient, responsive, and accountable.

The principle of Lean Governance offers an approach that emphasizes the elimination of waste, simplification of processes, and creation of value within governmental governance systems (Huntington & Goodyear, 2018b). In the context of clustering governmental affairs, this principle is implemented through strategic steps aimed at enhancing the efficiency and effectiveness of governance. First, governmental functions are logically grouped to prevent overlapping authorities that could lead to bureaucratic inefficiencies. Second, processes or authorities that do not contribute directly to the public are identified and subsequently eliminated. Third, Lean Governance underscores the importance of improving accountability through the application of transparent and integrated mechanisms, ensuring that governance is not only efficient but also publicly accountable. This approach provides a foundation for advancing governance systems that are more adaptive to societal needs.

The implementation of the Lean Governance principle in clustering governmental affairs in Indonesia is necessitated by several fundamental issues that hinder the achievement of efficiency and effectiveness in governance. First, overlapping authorities pose a major challenge, with many areas of governance lacking clear delineation between central and regional jurisdictions (Siboy, 2022b). A concrete example of this is found in the infrastructure sector, where the roles of central, provincial, and district governments often conflict, resulting in confusion over task allocation and responsibilities. Second, bureaucratic fragmentation is another significant obstacle. The existence of numerous government agencies with overlapping functions leads to redundancies in decision-making processes, causing delays in administration and inadequate inter-agency coordination (Maskun et al., 2022).

Third, the lack of coordination among institutions and sectors presents a substantial barrier to effective policy implementation, particularly in cross-sectoral matters such as health and education. Weak coordination systems hinder the collaboration necessary to achieve common objectives, rendering policies less effective and difficult to implement optimally (Andriyana & Jowono, 2022). The Lean Governance approach offers a strategic solution in clustering governmental affairs by implementing steps that focus on efficiency and value creation. First, the simplification of authority is achieved by grouping governmental affairs based on the principles of efficiency and accountability (E. P. Dewi, 2018). For instance, affairs related to basic services such as health and education can be clustered under the jurisdiction of local governments, with centralized oversight from relevant ministries to ensure compliance

with national standards. Second, the clustering of affairs is guided by the value they generate. Affairs that provide direct benefits to the public, such as public services, should be prioritized for simplification and optimization. Meanwhile, administrative or technical authorities can be integrated to avoid redundancy (Gavrilenko et al., 2023). Third, non-value-added elements should be eliminated or streamlined. This includes bureaucratic processes such as excessive layers of approval or overly complex documentation, which only add to the complexity without delivering tangible benefits to the public (Ng et al., 2013).

This approach aims to create a governance system that is leaner, more responsive, and outcome-oriented. The implementation of clustering governmental affairs based on lean governance can draw valuable lessons from countries such as Singapore and South Korea. In Singapore, for instance, the simplification of governmental functions is achieved by consolidating affairs under a single ministry with full accountability, thereby reducing inter-agency fragmentation (Khairi, 2022). South Korea integrates local government affairs with digitalization systems to ensure transparency and efficiency in data management and policy coordination (Song & Kim, 2024). To implement the principles of lean governance effectively, several specific reform measures are required. The first step is regulatory harmonization, which involves revising existing regulations to eliminate overlapping authorities and provide clarity in the division of responsibilities between the central and local governments.

The second step is the digitalization and integration of systems, where digital technologies are utilized to facilitate inter-agency coordination and manage governmental affairs data centrally, ensuring that decision-making processes are faster and more accurate. Third, enhancing the capacity of local governments should be prioritized through the provision of adequate training and resources, enabling local authorities to efficiently and effectively manage the clustered affairs. Lastly, performance-based evaluations are necessary to ensure the success of these reforms. A data-driven evaluation system should be adopted to assess the effectiveness of the clustering of affairs, allowing policies to be adjusted based on measurable evaluation results. With this approach, governance in Indonesia can become more efficient, responsive, and outcome-oriented. The clustering of governmental affairs in Indonesia based on the principles of lean governance offers a solution to address overlapping authorities and enhance bureaucratic efficiency. By simplifying authorities, eliminating non-value-added elements, and strengthening coordination, governance can become more responsive to the needs of society. Implementation steps supported by harmonious regulations, digital technology, and performance-based evaluation systems will ensure the long-term success of these reforms.

C. Impact on Theory and Practice: Contributions of Lean Governance to Government Administration

The findings of this research significantly contribute to the theory of government administration, particularly by expanding the application of lean governance principles to the complex context of functional allocation in government. Previous literature often applied lean governance to internal bureaucratic management reform (Radnor & Osborne, 2013). However, this study broadens the scope by demonstrating how this approach can be employed to simplify the division of authority between central and regional governments. These findings reinforce the theory that efficiency and accountability can be achieved not only through procedural reforms but also through more comprehensive structural restructuring.

The practical contribution of this research lies in the proposed restructuring model, which encompasses simplification of authority, elimination of non-value-added elements, and strengthening of inter-agency coordination. This model provides a practical, evidence-based framework for policymakers to implement. For instance, the recommendation for clustering governmental functions directly addresses jurisdictional conflicts that have historically hindered effective governance in Indonesia. The proposed model is not only relevant within the national context but also adaptable for use in other countries with decentralized governance systems.

Theoretically, this study fills a gap in the literature, which has predominantly focused on partial approaches to bureaucratic efficiency. By proposing a lean governance-based restructuring model, the study advances understanding of how these principles can be adapted to address unique challenges in government administration. As such, the findings affirm the relevance of lean governance in modern public administration and provide a conceptual framework for future studies.

The practical impact of the model is also evident in its ability to enhance governmental responsiveness to societal needs. Simplifying administrative procedures facilitates faster decision-making, thereby improving the efficiency of public services (Silveira et al., 2022). Moreover, strengthened inter-agency coordination ensures that policies formulated at the central level can be effectively implemented at the regional level without jurisdictional conflicts. These implications confirm that lean governance is not merely a theoretical approach but also a practical solution for governance reform.

Ultimately, this research delivers a balanced contribution to theory and practice, bridging the gap between academic literature and practical governance needs. By integrating theoretical insights with empirical findings, the study not only provides solutions to existing challenges but also creates avenues for further development in lean governance-based public administration theories. The proposed model offers opportunities for crafting more adaptive and efficient policies, supporting the achievement of transparent and accountable governance.

D. Development and Implementation of Lean Governance Model

This research paves the way for further exploration of lean governance implementation in public administration. A key recommendation for future studies is the development of quantitative research to measure the impact of lean governance on key government performance indicators, such as budget allocation efficiency, decision-making speed, and public satisfaction with government services (Abaidoo & Blankenberger, 2022). Such studies would complement existing qualitative findings with concrete quantitative evidence, thereby strengthening the argument for adopting this approach in public policy.

Future research could also focus on the implementation of lean governance in specific governmental sectors, such as healthcare, education, or infrastructure. Each sector has unique characteristics and challenges that require tailored adaptations of lean governance principles. For example, in the healthcare sector, simplifying bureaucracy and reducing non-value-added elements could enhance the efficiency of medical equipment procurement and service delivery (Nemec et al., 2023). Sectoral studies like these would provide detailed insights into how lean governance principles can be adapted for specific contexts.

Social and cultural contexts should also be considered in future studies. Indonesia's governmental system is influenced by various social and cultural factors, such as inter-agency communication patterns, bureaucratic leadership, and community engagement (Wiguna & Yuspin, 2022). Further research could explore how these factors affect the success of lean governance implementation. Such studies could inform the design of mechanisms that are more responsive to local contexts without compromising the principles of efficiency and accountability.

Additionally, developing a legal framework to support lean governance implementation is an area that requires further research. The findings of this study indicate that existing regulations often serve as significant barriers to efficiency. In-depth studies on regulatory reform, including the harmonization of inter-agency regulations, could make substantial contributions to creating a legal ecosystem that supports lean governance-based public administration.

Comparative approaches could also be adopted in future research to understand how lean governance is implemented in other countries with similar decentralized governance systems. These studies could identify best practices that can be adapted to Indonesia, while also expanding theoretical frameworks by incorporating new elements relevant to the global context. Thus, future research would not only contribute to the national context but also enrich international literature on public administration.

E. Legal, Social, and Technical Implications: The Impact of Lean Governance on Government Administration

The findings of this research carry significant legal implications, particularly regarding the need to revise the regulatory framework underpinning the division of governmental functions in Indonesia. The inconsistencies and overlapping authorities identified in this study underscore the necessity of harmonizing policies at both central and regional levels (Saragih & Editya S, 2022). For instance, Law No. 23 of 2014 on Regional Government requires amendments to incorporate lean governance principles, focusing on simplifying administrative processes and clarifying the allocation of authority. Such revisions would not only strengthen legal certainty but also establish a more adaptive legal foundation for efficient governance.

From a social perspective, implementing lean governance has the potential to enhance public trust in government. By reducing cumbersome bureaucracy and increasing transparency in decision-making, the government's ability to deliver high-quality public services could be more readily trusted by citizens (Indriastuti, 2022). This study highlights how simplifying authority structures and strengthening inter-agency coordination can directly improve the quality of public services in sectors such as healthcare, education, and infrastructure, addressing common dissatisfaction with slow and inefficient bureaucratic processes.

Technically, the implications of lean governance implementation lie in the necessity to develop operational mechanisms that support efficiency and accountability. Information technology can play a pivotal role, including the digitalization of administrative processes and the use of online coordination platforms to strengthen inter-agency collaboration. Additionally, data-driven evaluation systems are needed to monitor the effectiveness of lean governance-based policies (Gabriele, 2019). As such, technical transformation becomes a critical element for sustaining these reforms.

This research also provides strategic implications for Indonesia's bureaucratic reform. By adopting lean governance principles, the government can enhance synergy between central and regional authorities, addressing long-standing weaknesses in policy implementation. This synergy not only boosts efficiency but also ensures that central policies are effectively executed at the regional level (Andriyana & Jowono, 2022). Therefore, this study emphasizes that bureaucratic reform cannot be conducted partially but requires an integrated and systematic approach.

In conclusion, the legal, social, and technical implications of lean governance demonstrate that this approach offers a strategic solution to address governance challenges in Indonesia. By reforming the legal framework, fostering public trust, and embracing technical innovations, the government can create a system that is more efficient, responsive, and accountable. The findings of this research provide a robust foundation for reform policies that are not only nationally relevant but also adaptable as a model for other nations facing similar governance challenges.

IV. CONCLUSION

This study reveals that the application of lean governance principles offers an effective solution to inefficiencies caused by the oversized structure of government cabinets and bureaucracies. Overly large structures, characterized by overlapping authorities and complex coordination processes, have been shown to slow governmental responses and waste public resources. Implementing lean governance enables governments to streamline organizational structures, eliminate waste, and clarify functions and responsibilities across ministries. By focusing on process simplification, resource optimization, and improved inter-agency coordination, the lean governance model promotes a more efficient, responsive, and adaptive bureaucracy aligned with societal needs. These findings enrich public administration literature by presenting a practical approach to bureaucratic reform centered on structural efficiency and public trust while offering a useful framework for other countries facing similar bureaucratic challenges.

To ensure the successful implementation of lean governance, further research is recommended in several areas. First, longitudinal studies are necessary to observe the long-term impact of lean governance on efficiency and the quality of public services across various governmental sectors. Second, regulatory adjustments are required to accommodate organizational and authority restructuring within ministries, supporting a more streamlined governance model. Governments are also encouraged to foster a work culture focused on continuous improvement and accountability, ensuring that each organizational unit actively contributes to waste elimination. Additionally, the adoption of information technology to enhance transparency and coordination among ministries should be strengthened to facilitate the effective implementation of lean principles. Through consistent application and evaluation, lean governance is expected to improve governmental efficiency and service quality while bolstering public trust in the public sector.

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