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Policy Analysis for the Implementation of Electronic-Based Government Systems (SPBE) in the City Government of Depok in Realizing an Open, Participative, Innovative and Accountable City Government

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Abstract. Optimization of the use of Information and Communication Technology for each local government varies depending on the availability of infrastructure and human resources. It is necessary to always evaluate and monitor the implementation of government, especially the application of the Electronic Based Government System (SPBE) which is the development of e-government. The research objective is to analyze the implementation of the Electronic Based Government System (SPBE) in the Depok City Government in realizing an open, participatory, innovative, and accountable City Government. The analysis was carried out by looking at the SPBE maturity level index. Measurement of the level of maturity is carried out on the capabilities of technical functions using the e-government maturity model and assesses 3 domains, 7 aspects and 35 indicators contained in an electronic-based government system. The research method used is the interview method with several related officials in the Depok City Government. The results showed that the implementation of an electronic-based government system in the government of Depok City, especially in policy, received a BAIK predicate with a total index value of 2.17. The index shows that the Depok City Government fully supports the implementation of SPBE in the Depok City Government.

Keywords : Analysis, Policy, SPBE, Manifesting, Government

Introduction

Electronic Based Government System (SPBE) is the administration of government by utilizing information and communication technology to provide services to users. The development of information and communication technology has been applied to these various fields which support the effectiveness and efficiency of government services to the public. The government's efforts in realizing good governance cannot be separated from the use of

information and communication technology by the government in providing services to the community.

Indonesia still has problems in implementing an electronic-based government system. This results in gaps in the use of information technology between one institution and another. Each government agency has built an electronic-based system which is quite sophisticated, but the system is not yet connected. The obstacle in implementing SPBE is a process that has not been integrated, marked by the low culture of sharing data and information between government agencies, information and communication technology infrastructure.

However, in reality, the public services implemented by the government at this time generally have not been able to provide satisfaction to the community and need to re-regulate their implementation. Public services, which have recently become a central issue, have forced all parties, both state institutions and society, to re-regulate their implementation. Although the provision of public services is an obligation that must be carried out by the government as state administrator, the obligation to provide these services has not been able to provide satisfaction to the users of society. (Larasati, 2007).

The Minister for Administrative Reform and Bureaucratic Reform (Menpan-RB) issued a decree on the obligation to run electronic-based government or e-Government for all ministries / institutions as well as local governments. Based on the regulation of the President of the Republic of Indonesia, the legal basis for the Electronic Based Government System (SPBE), Article 4 paragraph (1) of the 1945 Constitution of the Republic of Indonesia; First, Law of the Republic of Indonesia Number 11 of 2008 concerning Electronic Information and Transactions (State Gazette of the Republic of Indonesia of 2008 Number 58; Supplement to State Gazette of the Republic of Indonesia Number 4843) as amended by Law of the Republic of Indonesia Number 19 of 2016 concerning Amendments to Law Number 11 of 2008 concerning Electronic Information and Transactions (State Gazette of the Republic of Indonesia of 2016 Number 251; Supplement to the State Gazette of the Republic of Indonesia Number 5952); Second, Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services (State Gazette of the Republic of Indonesia of 2009 Number 112; Supplement to the State Gazette of the Republic of Indonesia Number 5038); Third, Law of the Republic of Indonesia Number 23 of 2014 concerning Regional Government (State Gazette of the Republic of Indonesia of 2014 Number 244; Supplement to the State Gazette of the Republic of Indonesia Number 5587) as last amended by Law Number 9 of 2015 concerning Second Amendment to Law Law Number 23 of 2014 concerning Regional Government (State Gazette of the Republic of Indonesia of 2015 Number 58; Supplement to the State Gazette of the Republic of Indonesia Number 5679).

The Depok City Government created the Depok Smart City. One of them is by cooperating with Gunadarma University Colleges to be involved in accelerating the realization of this by holding a National Seminar with the theme "Collaboration of Higher Education and Local Government to Create a Smart City". Creation of several programs that collaborate with various stakeholders to make Depok a Smart City. Some of these programs will later be made into a Smart City road map in 2015-2020.

Theory

Technology is a set of tools that can help human activities reduce uncertainty. Technology always has two aspects, hardware (consisting of material or physical objects) and software (consisting of information to operate hardware). Hardware is visible (can be seen), software is invisible which consists of software in the form of technology programs.

Information technology is the development of technology and applications from computers based on communication to process, present, manage data and information (Fauzi, 2008). Thus, information technology is a technology that utilizes computers as the main tool for processing data into useful information. Communication technology focuses on the study of technology that brings changes to the communication model of society. Meanwhile, information technology looks at technology that affects the format and significance of user information.

Information and communication technology, according to Anatta Sannai (Asmani, 2011), is a medium or aids in gaining knowledge between one person and another. Information and Communication Technology (ICT) as part of science and technology in general are all technologies related to the retrieval, dissemination and presentation of information (Ministry of Research and Technology, 2006).

An understanding of the definition of e-Government itself is needed, the term e-Government has many definitions, while the meaning / definition referred to in this study is the definition according to the World Bank (2004), which provides the definition of E-Government referring to the use by government agencies. of information technologies that have the ability to transform relations with citizens, businesses, and other arms of government. These technologies can serve a variety of different ends: better delivery of government services to citizens, improved interactions with business and industry, citizen empowerment through access to information, or more efficient government management. The resulting benefits can be less corruption, increased transparency, greater convenience, revenue growth, and / or cost reductions.

E-Government is also a way for governments to use new technology to provide citizens with convenient access to information and government services, to improve service quality and to provide greater opportunities for participation in democratic processes and institutions. Meanwhile, Holmes defines e-Government as the use of information technology, in particular the internet, to deliver public services in a much more convenient, customer-oriented, cost-effective, and alternative, different and better way. It affects an agency's dealing with citizens, businesses, and other public agencies as well as its internal business processes and employees. " (Holmes, 2001).

There are at least three dimensions in seeing the benefits of implementing e-Government, namely dimensions, economy, social and governance (Misuraca, 2007), namely the Economic Dimension reducing transaction costs for better capacity with service targets, increasing coverage and quality of service delivery, response capacity in addressing poverty issues and increasing income. Social dimensions ranging from job creation in the third sector, improving the education and health system, better targeting of government services, increasing capacity in the provision of safety and security. In many cases these benefits can be evaluated in political terms and can be quantified in financial terms. The government dimension increases the achievement of Good Governance in terms of increasing openness, transparency, accountability or democracy compared to conventional government. E-Government can also increase public participation so that it can strengthen the existing democratic system.

E-Government can be applied to the legislative, judiciary, or public administration to increase internal efficiency, deliver public services or democratic governance processes. Most of the experts state that e-Government relations consist of three aspects, namely Government to Citizens (G2C); This relationship focuses on online services where the government works for its citizens (Guo and Lu, 2005). G2C is a service sector that focuses on the ability of governments and citizens to exchange information with each other in an efficient electronic

form (Evans and Yen, 2007). Government to Business (G2B); This relationship refers to the provision of information services for businesses (Guo and Lu, 2005). This sector focuses on transactions between government and business people with the aim of reducing costs and gathering more accurate information. The purpose of this type of service is to make it easier for governments to buy things, pay bills, and do business more cost effectively, and also to assist in obtaining data to analyze or to assist in decision making (Evans and Yen, 2007). Government to Governments (G2G) this relationship aims to improve service efficiency when exchanging information between local and central government. The benefits of this sector are increased capacity in terms of crime detection, emergency response systems, law enforcement, and regional security. For example, in the United States there is coordination between local, state, and federal governments in disaster notification information (Evans and Yen, 2007).

Policy Implementation According to Grindle (in Harbani Pasolong, 2008), as a process full of political content in which those with an interest try to influence it as much as possible. Seeing that the implementation of policy is laden with political interests because those who make policy are the executive and legislative, both of these institutions are political institutions, of course these policies cannot be separated from political interests or power.

Method

The approach to this research uses a qualitative approach by following the inductive method starting with empirical data, followed by various abstract ideas, followed by connecting ideas with data, and ending by combining ideas with data so that it is more interactive. Descriptive method is to provide a clear picture of the situation under study. Starting with collecting data, classified, analyzed, then interpreted.

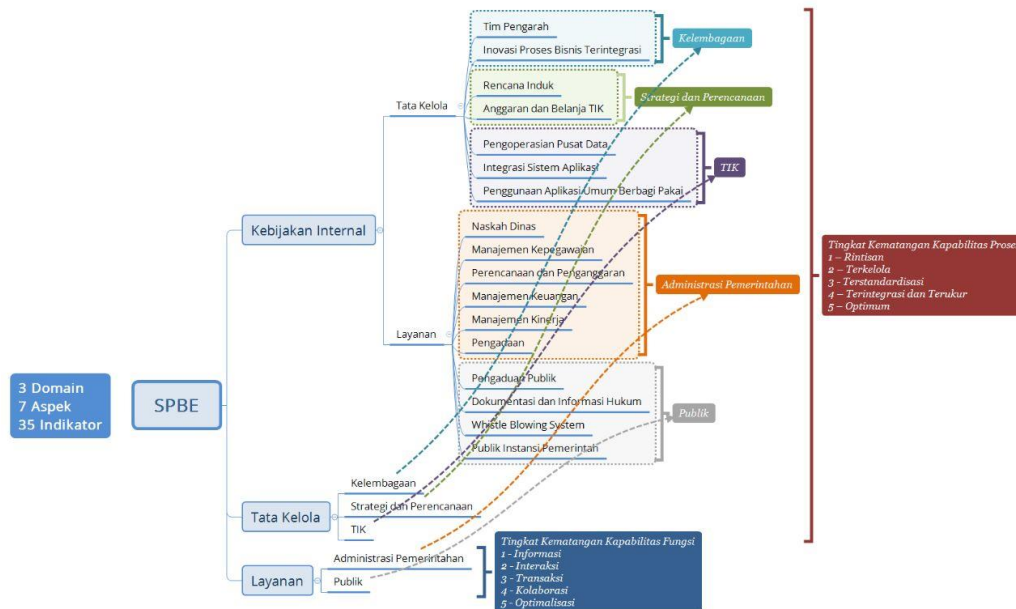
Results and Discussion

SPBE implementation to obtain a maturity level index value for the implementation of E-Government. This evaluation aims to improve government performance that is efficient, effective, transparent and accountable as well as improving the quality of public services. Presidential Regulation / Perpres Number 95 of 2018 concerning Electronic Based Government Systems (SPBE) contains government administration that utilizes information and communication technology to provide services to SPBE users.

SPBE is expected to help realize clean, effective, transparent and accountable governance as well as quality and reliable public services. In realizing SPBE, a national electronic-based governance and management system is needed. Referring to article 2 of Presidential Regulation / Perpres Number 95 of 2018 concerning Electronic-Based Government Systems implemented with the principle of a) effectiveness, it is the optimization of the use of resources that support successful SPBE according to needs; b) integration, is the integration of resources that support SPBE; c) continuity, is the continuity of SPBE in a planned, gradual, and continuous manner in accordance with its development; d) efficiency, is the optimization of the use of resources that support appropriate SPBE; e) accountability, is the clarity of functions and responsibilities of SPBE; f) interoperability, is coordination and collaboration between business processes and between electronic systems, in the context of exchanging data, information, or SPBE services; and g) Security, is the confidentiality, integrity, availability, authenticity and nonrepudiation of resources that support SPBE.

Presidential Regulation / Perpres Number 95 of 2018 concerning Electronic-Based Government Systems, also includes a) Electronic-Based Governance System (SPBE); b) SPBE Management; c) Information and Communication Technology Audit; d) SPBE

Operator; e) SPBE acceleration; and f) Monitoring and Evaluation of SPBE. With the issuance of Presidential Regulation / Perpres Number 95 of 2018 concerning Electronic-Based Government Systems, the government is bringing about bureaucratic reform. As is well known, the Electronic-Based Government System (SPBE) is one of the cost and time cutters and minimizes the possibility of corrupt practices in the services provided by the government. It can be illustrated the flow of the SPBE evaluation scope, as follows:



Picture. 1 Illustration Scope of SPBE Evaluation
Source: KemenpanRB RI website

Domain Analysis of Electronic Based Government System (SPBE)

Based on the PANRB Ministerial Regulation Number 5 of 2018 concerning the SPBE Evaluation Guidelines, the scope of implementing SPBE includes three things, namely the domain of internal policies, governance, and SPBE services. Domain is an area for implementing the Electronic Based Government System (SPBE) which is assessed, including:

A. SPBE Internal Policy

1. SPBE Internal Governance Policy
2. SPBE Internal Service Policy

B. Governance

1. Institutional
2. Strategy and Planning
3. Information and Communication Technology (ICT)

C. Service SPBE

1. Electronic-Based Government Administration Services
2. Electronic-Based Public Services

An index value that represents the level of SPBE administration in a particular domain. Domain Index value is obtained from calculating the average value of the maturity level of all indicators in the domain.

Electronic-Based Government System Indicator Analysis (SPBE)

Indicators are specific information on the aspects of SPBE implementation that are measured and their level of maturity is assessed. Internal policy consists of two aspects, namely governance and services. In the governance domain, there are three aspects, namely institutional, strategy and planning, as well as information and communication technology. Then, the SPBE service domain has two aspects, namely government administration and public services. Each aspect has different assessment indicators, totaling 35 indicators.

Table 1. Indicators of Electronic Based Government System (SPBE)

Domain 1	SPBE Internal Policy
Aspect 1	SPBE Internal Governance Policy
Indicator 1	Internal Policy for the Steering Team for SPBE Government
Indicator 2	Integrated Business Process Innovation Internal Policy
Indicator 3	Internal Policies of the SPBE Master Plan for Government Agencies
Indicator 4	Internal Policy on ICT Budget and Spending
Indicator 5	Internal Policy on Data Center Operation
Indicator 6	Internal Policy for Application System Integration
Indicator 7	Internal Policy for Use of General Applications Sharing

Aspect 2	SPBE Internal Service Policy
Indicator 8	Internal Policy for Service Manuscripts
Indicator 9	Internal Policy for Personnel Management Services
Indicator 10	Internal Policy for Planning and Budgeting Management Services
Indicator 11	Internal Policy for Financial Management Services
Indicator 12	Internal Performance Management Service Policy
Indicator 13	Internal Policy for Procurement Services
Indicator 14	Internal Policy for Public Complaint Services
Indicator 15	Internal Policy for Documentation and Information Services
Indicator 16	Whistle Blowing System Service Internal Policy
Indicator 17	Government Agencies Public Service Internal Policies

Domain 2	SPBE Governance
Aspect 3	Institutional
Indicator 18	Government Agency SPBE Steering Team
Indicator 19	Integrated Business Process Innovation
Aspect 4	Strategy and Planning
Indicator 20	Master Plan SPBE for Government Agencies
Indicator 21	ICT Budgets and Spending
Aspect 5	Information and communication technology
Indicator 22	Data Center Operation
Indicator 23	Application System Integration
Indicator 24	Use of Common Applications Sharing

Domain 3	SPBE service
Aspect 6	Government Based Administration Services Electronic
Indicator 25	Service Script Services
Indicator 26	Personnel Management Services
Indicator 27	Planning Management Services
Indicator 28	Budgeting Management Services
Indicator 29	Financial Management Services
Indicator 30	Performance Management Services
Indicator 31	Procurement Services
Aspect 7	Electronic-Based Public Services
Indicator 32	Public Complaint Service
Indicator 33	Legal Documentation and Information Services
Indicator 34	Whistle Blowing System Service
Indicator 35	Public Services for Government Agencies

An index value that represents the overall level of SPBE implementation. The SPBE index value is the sum of each indicator value calculated by multiplying the value of the maturity level and the weight of the indicator.

Analysis of Electronic-Based Government System Aspects (SPBE)

Aspect is a specific area of assessed SPBE implementation. The aspects of the Electronic Government System (SPBE) policy are as follows:

Table 2. SPBE Policy Aspects

Policy	Governance	Service
<ul style="list-style-type: none"> • Governance • Service 	<ul style="list-style-type: none"> • Institutional • Strategy and Planning • Information and Communication Technology 	<ul style="list-style-type: none"> • Government Administration • Public Service

An index value that represents the level of SPBE implementation in certain aspects. The Aspect Index value is obtained from calculating the average value of the maturity level of all indicators in the aspects of policy, governance, services.

Internal Policy Analysis

In principle, government policies are made or based on broad policies. According to Werf (1997) what is meant by policy is an effort to achieve certain goals with certain targets and in a certain order. Meanwhile, government policy has a standard definition, namely a decision made systematically by the government with specific aims and objectives relating to the public interest. Internal (managerial) policies are policies that have the power to bind apparatus in government organizations themselves.

The focus area of the Electronic Based Government System (SPBE) policy in the Depok City Government is seen in the governance and policy processes. Based on Permenpanrb regulation no. 5 of 2018 is a census of the management process, the minimum position of service, and the maturity of the management process aimed at photographing conditions, a sustainable census.

The internal policy of the Electronic Based Government System (SPBE) is a policy related to the application of SPBE which has the power to bind apparatus in Government Agencies itself, for example Ministerial Regulations, Head of Institutions Regulations, Governor Regulations, Regent Regulations, Mayor Regulations, Decrees, Circular, Instructions in in the form of letters, official notes and so on which are legalized by State Officials or the Government

Depok City already has nearly 60 electronic-based information systems. These information systems include the Regional Financial Management Information System (SIPKD) used by the Depok City Regional Financial Agency (BKD), the Online Regional Development Work Plan (RKPD) System of the Depok City Regional Development Planning Agency (Bappeda), the Management Information System (Simpus). used by the Puskesmas, as well as the Lecturer Career Development Information System (SIPKD) used by the Personnel and Human Resources Development Agency (BKPSDM) Depok City.

Implementasi Kebijakan Internal pada Tata Kelola Sistem Pemerintahan Berbasis Elektronik (SPBE)

The results and analysis of this discussion focuses more on the internal policy of SPBE, namely on the aspect of governance. Aspect is a specific area of assessed SPBE implementation. Based on Law no. 8 of 2008 concerning ITE, PP. 82 of 2012 concerning PSTE, Minister of Communication and Information Circular No. 05 / SE / M.KOMINFO / 07/2011 concerning Implementation of Information Security Governance for Public Service

Providers, Permen Kominfo No. 10 of 2015 concerning Procedures for Electronic System Registration of State Administering Agencies, Permen Kominfo No. 5 of 2015 concerning Registrar of State Administering Agencies Domain Names, Permen Kominfo No. 4 of 2016 concerning Information Security Management Systems, and the Indonesian National Standard (SNI) with the title a) Information Technology; b) Security Engineering; c) Information Security Management System; d) Requirements for 100 smart cities: “Regulation of the Minister of Communications and Information Technology Number 14 of 2016 concerning Guidelines for the Nomenclature of Regional Apparatus in the Communication and Information Technology Sector, where one of the functions of regional apparatus organizations (OPD) in the field of communication and informatics is to organize a smart city information system.

Indicators are specific information from the aspects of SPBE administrators that are measured and assessed for their level of maturity.

Internal Policy for the Steering Team for SPBE Government Agencies

The first indicator is the Internal Policy of the SPBE Steering Team for Government Agencies, the implementation of the Electronic-Based Government System (SPBE) regarding:

1. Internal policies related to the SPBE Steering Team, Depok City Government is at level 4, which means that the Depok City Government already has an internal policy that supports the duties of an internal policy set out in Depok Mayor Regulation No.35 of 2018 concerning Guidelines for the Evaluation of SPBE in the Depok City Government. , includes setting the tasks of the SPBE Steering Team that supports the implementation of SPBE between Central Agencies, between Local Governments, or between Central Agencies and Local Governments.
2. The Integrated Business Process Innovation Internal Policy in the City Government of Depok is at level 4, which means that the Depok City Government already has an internal SPBE Policy (Perwal Attached 1) and has supported the integration of business processes between Central Agencies, between Local Governments, and / or between Agencies Central and Local Government. The Depok City Government as a regional government that supports the capital city of Jakarta, must have this policy so that it can carry out its duties and functions optimally.
3. Internal Policy for SPBE Master Plan for Government Agencies in Depok City Government is at level 4, which means that the Depok City Government already has an internal policy (Perwal Attached 2) which supports the SPBE master plan arrangement which includes the integration of SPBE between Central Agencies, between Local Governments, and / or between Central Agencies and Regional Governments.
4. The Internal Policy on Budget and Spending for Information and Communication Technology at Depok City Government is at level 4, which means that the Depok City Government already has an internal SPBE policy (Perwal Attached 3) and has supported ICT planning and budgeting arrangements which include the integration of SPBE between Central Agencies, between Regional Governments, and / or between Central Agencies and Regional Governments.
5. Internal Policy for Data Center Operation at the Depok City Government is at level 4, which means that the Depok City Government already has an internal SPBE policy (Perwal Attached 4) and has supported data center operation arrangements to carry out data center integration with data centers belonging to Central / Government Agencies. Other regions or plans for transition to the use of national data centers. The existence of an integrated data center is expected to be able to collect data in one place, so that it is easy to

monitor and use properly. Prior to the existence of SPBE, the data was in the respective agencies, and if needed, it was only requested from each region, so it was less effective. It is also difficult to coordinate to get data, so when it is needed it takes a long time to get a response.

6. Internal Policy for Application System Integration at Depok City Government is at level 4, which means that the Depok City Government already has an internal SPBE policy (Perwal Attached 5) and has supported the arrangement of application system integration between Central Agencies, between Local Governments, and / or between Agencies Central and Local Government. The Depok City Government through SPBE implements policies for application system integration so that it can be used easily by all agencies in the Depok City Government area.
7. Internal Policy for the Use of Public Applications Sharing at Depok City Government at level 4, meaning that the Depok City Government already has an internal SPBE policy (Perwal Attached 6) and has supported the internal policy to support the integration of application systems between Central Agencies, between Local Governments, and / or between Central Agencies and Regional Governments.

The SPBE Assessment Index in the City Government of Depok is 2.51, which shows that this index is the position of the Depok City Government is quite good, and needs to be continuously improved, as a buffer area for the capital city of Jakarta. The index assessment of the Depok city government is illustrated in the following chart:

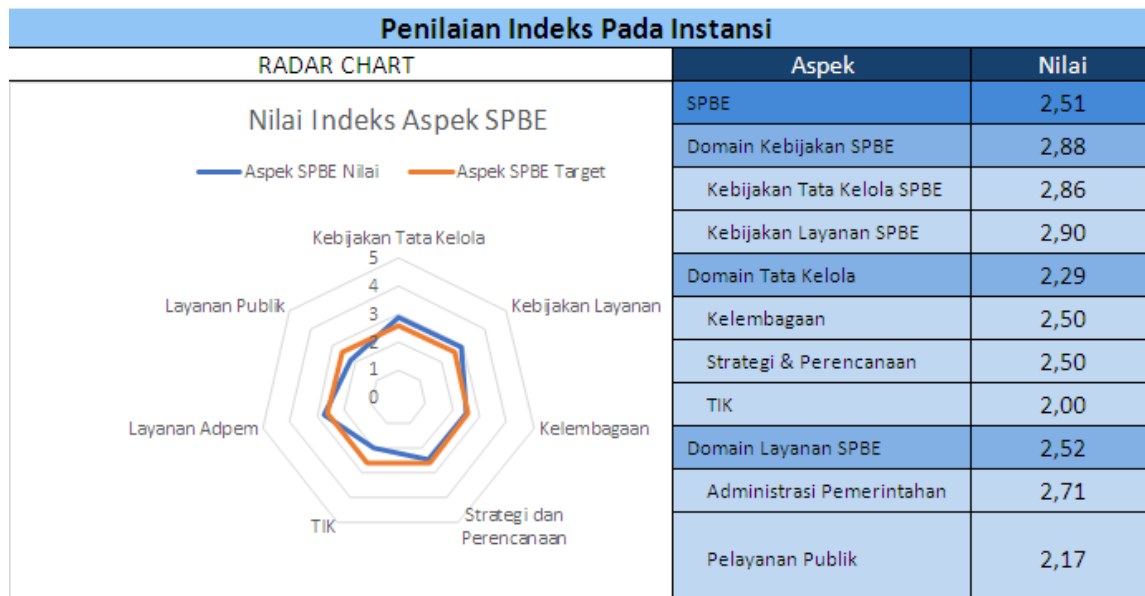


Figure 4. Index Assessment

Governance Policy

1. Strength

The Depok City Government has an internal policy that has been established to regulate SPBE in the working area of Depok City, including already having a SPBE / TIK Steering Team, having internal policies related to integrated business processes (workflows), having internal policies related to SPBE master plans, having policies internal policies

related to ICT planning and budgeting, has internal policies related to data center operations, has internal policies related to system integration, and application sharing.

2. Weaknesses

The Depok City Government must continue to improve this index to meet the needs of the Depok government as a buffer for the capital city of Jakarta.

Conclusion

Depok's success in implementing an Electronic-Based Government System (SPBE) cannot be separated from the role of the Depok City Government which responds quickly to Presidential Regulation / Perpres Number 95 of 2018 concerning Electronic-Based Government Systems (SPBE) which contains government administration that utilizes information and communication technology to provide service to SPBE users.

At the level of Internal Governance Policy (indicator 1-7), the Depok City Government has an index of 4. This index shows that the Depok City Government is very serious about implementing SPBE by issuing several Mayor Regulations which are used as legal umbrellas in implementing SPBE in Depok City.

This SPBE is expected to help realize clean, effective, transparent and accountable governance as well as quality and reliable public services.

Suggestion

SPBE implemented by the Depok City Government is expected to improve services to the community. For that it is recommended:

- A. All agencies in the Depok City Government work area to continue to improve services to the community by utilizing ICT.
- B. The Depok community can take advantage of the SBPE (public service) services provided, so that information from the public online is quickly responded to by the Depok City Government.

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