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Electronic-based government system in Pasuruan Regency

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Abstract
The Electronic-Based Government System (SPBE) aims to realize effective, efficient, transparent, and accountable governance and improve the quality of public services. The background of this study shows a gap between the policies formulated and their implementation in the field, as evidenced by the SPBE index data for Pasuruan Regency, which was 2.47 in 2024, according to MENPAN-RB. This study focuses on describing and analyzing the Implementation of the Electronic-Based Government System (SPBE) of the Communication and Informatics Office and the supporting and inhibiting factors for the implementation of the program using aspects such as SPBE governance, SPBE management, information and communication technology audits, SPBE implementation, and SPBE monitoring and evaluation. This study uses a qualitative descriptive method, with data collected through interviews, observations, and documentation. This approach allows for in-depth analysis of factual conditions in the field and those directly felt by informants. This study uses Moleong's data analysis techniques. The results of this study indicate that the implementation of SPBE Diskominfo has encouraged changes in public service patterns, strengthened government support, increased the availability of ICT infrastructure, enhanced human resource competencies, and increased budgets. However, the main obstacles to the implementation of SPBE Diskominfo lie in suboptimal coordination among regional apparatus, limited numbers of technical human resources, the high technical dependence of regional apparatus on Diskominfo, and the uneven internalization of a digital-based work culture within the Pasuruan Regency bureaucracy. This study recommends steps to overcome these obstacles, such as establishing derivative regulations for technical operations or technical SOPs, establishing an SPBE coordination forum, increasing technical-related human resources, holding technical audits by authorized institutions, the need for adjustments to user assistance mechanisms and schemes, strengthening periodic monitoring mechanisms, and improving supporting evidence verification instruments in SPBE.

Keywords: Implementation of public policy, electronic-based government system

Introduction

The Indonesian government has established a legal framework for the Electronic-Based Government System (SPBE) through Presidential Regulation No. 95 of 2018 [36]. This regulation aims to achieve effective, efficient, transparent, and accountable governance, while also improving the quality of public services. The implementation of SPBE is expected to reduce overlapping programs, minimize ineffective budget use, and accelerate public access to services.

For local governments, the implementation of SPBE is one indicator of the success of bureaucratic reform and public service. Obstacles faced are not only technical aspects, such as network infrastructure and devices, but also human resources, change management, and regulatory readiness. As in previous research by Arga Wahyudi and Eka Purti (2024) [28] on the availability of network infrastructure for all operators in SPBE implementing agencies, there are still many network flashpoints in Sijunjung Regency. The success of SPBE at the regional level requires coordination across regional agencies, commitment from leaders, and active participation from all government officials.

Pasuruan Regency establishes the legal framework for SPBE through Regent Regulation Number 111 of 2023 [37], titled "Electronic-Based Government System of Pasuruan Regency Government". Stated in point (a) that to ensure the alignment of the Electronic-Based Government System (SPBE) in supporting the achievement of the goals and challenges of the Pasuruan Regency Government, there is a need for legal norms for every SPBE governance and management activity within the Pasuruan Regency Government, and there is a need for reference documents as well as coordination for all Regional Apparatus within the Pasuruan Regency Government in planning, designing, building, developing, operating, and evaluating SPBE.(Regional Regulation, 2023) [37]

Based on the description above, this research is expected to provide a comprehensive picture of the implementation of SPBE in Pasuruan Regency, as well as practical recommendations that can serve as input for local governments in realizing electronic-based governance that is sustainable, effective, and oriented towards public satisfaction.

The purpose of this study can be reviewed from the problem formulation above. Hence, the purpose of this study is to describe and analyze the Implementation of the Electronic-Based Government System (SPBE) of the Pasuruan Regency Communication and Informatics Service based on Pasuruan Regent Regulation Number 111 of 2023 [37]. Describe and analyze the supporting and inhibiting factors in the Implementation of the Electronic-Based Government System (SPBE) of the Pasuruan Regency Communication and Informatics Service based on Pasuruan Regent Regulation Number 111 of 2023 [37].

Based on the formulation of the problem and the objectives of the research, this study is expected to benefit various

groups, including relevant institutions, the community, and the government, both theoretically and practically. Theoretically, it can make scientific contributions, especially in the field of public administration related to public policy regarding the Implementation of Electronic-Based Government Systems (E-Government). Practically, for researchers, it contributes to the development of science. This research can contribute to the development of science related to the implementation of Electronic-Based Government Systems (E-Government) policies. Become a reference source for further research. The results of this study can serve as a reference for other researchers conducting related research. This research can spark new research on aspects of the implementation of Electronic-Based Government Systems (E-Government).

For related agencies, assist the Pasuruan Regency Communication and Informatics Office in evaluating the implementation of the Electronic-Based Government System (SPBE) policy. The related agencies can use the research findings to assess the extent to which the policy is implemented effectively and identify areas for improvement. Provide information for the development of the program. The findings of this study serve as a basis for development to support the implementation of the Electronic-Based Government System (SPBE), including the development of human resources and technology. For the community, develop public understanding of the Electronic-Based Government System (SPBE). The community can utilize the use and functions of the Electronic-Based Government System (SPBE). Increase public participation in technology use. Utilize the Electronic-Based Government System (SPBE) so that services run more effectively and efficiently.

Literature Review

E-government is the use of Information and Communication Technology (ICT) by the public sector to create new mechanisms for interaction between the government and all stakeholders, such as citizens, the business world, and other government agencies. This aligns with the definition put forward by the World Bank (2012) in(Napitupulu *et al*., 2020)[16], which states that e-government is the use of ICT by government institutions, including wide area networks (WAN), the internet, and mobile computing, which can change the relationship between government and the public, the business world, and other related parties.

According to Danu (2023), as quoted in Public Administration Theory by Ngarawula (2024) [17], while e-government offers many benefits, challenges remain in its implementation. One of the main challenges is resistance to change within the bureaucracy. Public sector employees are often reluctant to adopt new technologies due to concerns about changes to work processes or reduced professional autonomy. Furthermore, cybersecurity becomes a significant concern as governments transition to more complex digital systems.

E-government shares a similar concept with Electronic-Based Government Systems, which emphasize the importance of service availability and accessibility. This aligns with Duffy's (2000) view (Napitupulu *et al*., 2020) [16], which states that there are two main aspects of e-government: availability and accessibility. In the context of availability, systems such as the Electronic-Based Government System (SPBE) must be readily available to users at all times. Meanwhile, in terms of accessibility, the system must be easily accessible to all users without significant obstacles.

Avison and Fitzgerald (2003), as cited in Napitupulu *et al*. (2020)[16], explain that an information system is built from two principal subsystems, namely the social subsystem and the technical subsystem, which involve various disciplines from both engineering and non-engineering fields. Thus, e-government is not formed solely from a technological perspective, but also involves the social dimension. In line with this, Heeks (2006), in Napitupulu *et al*. (2020)[16], emphasizes that social factors play a more dominant role in determining the success or failure of e-government implementation than technological factors. Technological aspects are relatively easy to control because they involve hardware and software. Conversely, social or non-technological aspects are often more challenging to manage because they relate to people and processes.

Therefore, the implementation of e-government needs to be in line with the ITPOSMOO components (Information, Technology, Process, Organization, Human Resources, Management, Outside World, and Others) as stated by Heeks (2006) in(Napitupulu *et al*., 2020)[16]. The ITPOSMOO framework emphasizes that the success of e-government is determined not only by the availability of technology, but also by the suitability of information, the effectiveness of processes, a supportive organizational structure, human resource competence, effective management, the influence of the external environment, and other relevant factors.

In the context of implementing the Electronic-Based Government System (ESBS) policy, there is alignment with the interaction categories developed by Yildiz (2007) in Napitupulu *et al*. (2020) [16]. These categories include Government-to-Citizen (G2C), Government-to-Business (G2B), Government-to-Government (G2G), and Government-to-Employee (G2E). These four categories represent the forms of relationships established between the government and stakeholders, including the public, business actors, other government institutions, and government employees.

Method

1. Research Approach

This study employs a qualitative, descriptive method to obtain information on the Electronic-Based Government System (SPBE).

2. Research Location

This research was conducted at the Pasuruan Regency Communication and Informatics Office, located in the Karangpanas office complex, Jl. Raya Raci Bangil No. Km. 09, Karangpanas, Raci, Bangil District, Pasuruan. The location was chosen because the agency is the birthplace of the Electronic-Based Government System (SPBE) in Pasuruan Regency.

3. Research Focus
The focus of research is the main object or aspect that is of concern in a study, making it easier for researchers to determine and obtain the data needed in the field.

4. Data Types and Sources
The data sources in this study include both primary and secondary data. Primary data is data obtained directly through observation, interviews, and documentation studies of informants relevant to the research topic. Secondary data are supporting data obtained from various sources, such as the Electronic-Based Government System (SPBE) report and other documents relevant to the research topic.

5. Research Informants
The selection of informants in this study was carried out using a purposive sampling technique, namely a method of selecting samples based on criteria tailored to the research's needs. In this study, researchers focused on stakeholders who were considered credible to be used as informants, including: 1 person Head of the Pasuruan Regency Communication and Informatics Office; 1 person Head of the Pasuruan Regency Communication and Informatics Office, namely Mrs. Sofia Kristanti, SS, MM; 1 person in charge of the Electronic-Based Government System (SPBE) at the Pasuruan Regency Communication and Informatics Office, namely Mrs. Ratna Widiawati, S.Kom; 1 person Operator of the Electronic-Based Government System (SPBE) at the Pasuruan Regency Communication and Informatics Office, namely Mr. Wawan Wibandoko.

6. Data collection technique
Data collection in this study was conducted directly by the researcher in the field, allowing them to understand the real conditions in their context. This approach was intended to avoid misperceptions about the problems and realities on the ground. The data collection process was conducted in a natural setting using primary data sources, through observation techniques, in-depth interviews, and documentation studies, to obtain accurate and detailed information.

7. Data Analysis Techniques
The data analysis process in this study comprises several stages: data collection, data reduction, data categorization, data presentation, concluding/verification, and data validity.

Results and Discussion
1. Result
The analysis shows that the implementation of SPBE in Pasuruan Regency still faces several obstacles, particularly in cross-regional coordination, limited human resources, and the high dependence of OPDs on the Communication and Information Service. These obstacles affect the sustainability of SPBE implementation, so that coordination is strengthened, human resource capacity is increased, and a more balanced distribution of technical roles between regional agencies is needed. The Pasuruan Regency Communication and Information Service is based on Pasuruan Regent Regulation Number 111 of 2023 [37].

The SPBE governance at the Pasuruan Regency Communication and Informatics Office already has a basic framework, including an organizational structure (Coordination Team) and a quality control team (Assessor Team). However, its implementation is still hampered by limited human resources, the lack of specific SOPs, and suboptimal coordination across regional agencies. These conditions have impacted the overall quality of SPBE implementation at the district level.

Analysis shows that the SPBE management in Pasuruan Regency has a relatively clear strategic direction, driven by digital transformation programs and infrastructure strengthening. However, implementation still faces challenges in coordination between regional agencies, limited human resources, and budget fluctuations. These conditions impact the SPBE program's implementation, particularly at the operational stage and in strengthening the digital service ecosystem.

The implementation of ICT audits on the SPBE system in Pasuruan Regency still needs to be strengthened to include more systematic technical inspections. Nevertheless, several safeguards have been implemented, including through regulations, system maintenance, and periodic evaluations such as the KAMI Index. The increase in the SPBE evaluation score from 2.04 to 3.88 reflects significant progress in meeting national standards, although continuous improvement is still needed to achieve a higher level of digital readiness.

The delivery of digital government services in Pasuruan Regency has evolved with the availability of various SPBE (Economic and Social Security) support applications and systems. However, integration between regional agencies is still gradual and not yet fully optimized. Furthermore, some public services are still delivered manually, and the public's ability to use digital services varies. Therefore, strengthening system integration and improving public digital literacy are necessary.

An internal assessor team and a technical assistance system have supported the SPBE evaluation mechanism in Pasuruan Regency. However, the evaluation remains suboptimal due to the limited role of the assessor team and low awareness among some regional government agencies (OPDs). Nevertheless, the evaluation results have been used as a basis for developing new programs and updating standard operating procedures (SOPs), demonstrating ongoing improvements in SPBE implementation.

The implementation of SPBE in Pasuruan Regency is supported by regional leaders' commitment, coordination among work units, and the availability of supporting resources and infrastructure. The existence of a Command Center, budget support, and independent server and system management by the Communication and Information Service (Diskominfo) are crucial factors in strengthening the sustainability and implementation of SPBE.

The implementation of SPBE in Pasuruan Regency still faces several obstacles, particularly in cross-regional coordination, limited human resources, and the high dependence of regional government agencies (OPD) on the Communication and Information Service (Diskominfo). These obstacles impact the sustainability of SPBE

implementation, necessitating strengthened coordination, increased human resource capacity, and a more balanced distribution of technical roles across regional agencies.

2. Discussion

2.1 Implementation of the Electronic-Based Government System (SPBE) of the Pasuruan Regency Communication and Informatics Service

The implementation of SPBE Governance at the Pasuruan Regency Communication and Informatics Office has demonstrated a systematic, progressive approach. However, it still requires strengthening collaborative leadership, clarifying roles across OPDs, and refining operational instruments. Strengthening these elements is key to ensuring that SPBE Governance is not only administrative but also capable of driving a holistic digital transformation of government. This is in line with the view of Sandford and Moulton (2015)[20], who state that context indicators that can influence changes in the source of power can influence the direction, speed, and level of success of its implementation.

Electronic Government System Management can be understood through priority programs that can be directed to ensure that government digital interventions generate public value. These priority programs include feasible options where alternative policies and application designs align with service needs. Furthermore, the logic of change inherent in each digital initiative has institutional rationale, implementation stages, and measurable success indicators. The Electronic Government System Management (SPBE) implies a cross-regional coordination mechanism to ensure data integration, application interoperability, and policy consistency while minimizing system duplication. Furthermore, SPBE management identifies strategic changes that directly impact public value, such as accelerated administrative services, transparency, and efficiency. SPBE not only manages technology but can also direct digital priorities as an instrument of measurable public benefit.

Coordination plays a central role in the implementation of SPBE, involving numerous actors, from technical units and policy makers to service providers. Coordination is necessary to align the direction of application development, security policies, data management, and infrastructure management, as well as control mechanisms for application irregularities. This framework identifies strategic changes necessary to generate public value, such as improving services, expanding public access, and improving administrative process tracking. Therefore, SPBE implementation is not merely an operational activity but a strategic instrument that can ensure that digital transformation generates collective benefits and strengthens government accountability.

The Pasuraun Regency Communications and Informatics Office (PUBG) explained that an internal assessor team and technical assistance support the SPBE evaluation mechanism. However, the evaluation remains suboptimal due to the limited role of the assessor team and low awareness among some regional government agencies (OPD). Nevertheless, the evaluation results can serve as a basis for developing new programs and updating standard operating procedures (SOPs), demonstrating ongoing efforts to implement the SPBE.

2.2 Supporting and inhibiting factors for the implementation of the Electronic-Based Government System (SPBE) of the Pasuruan Regency Communication and Informatics Service

The implementation of the Electronic-Based Government System (SPBE) at the Pasuruan Regency Communications and Informatics Office is supported by several strategic factors that are crucial to driving the policy's sustainability and implementation. These supporting factors reflect institutional readiness, resources, and organizational commitment to realizing digital-based governance.

One of the main supporting factors is the commitment of regional leaders to SPBE development. Another supporting factor is the growing coordination between regional agencies, particularly in the planning, implementation, and evaluation of SPBE programs. The availability of human resources and information technology infrastructure is a significant supporting factor.

The implementation of the Electronic-Based Government System (SPBE) at the Pasuruan Regency Communication and Informatics Office still faces several inhibiting factors that affect its effectiveness and sustainability. These inhibiting factors are structural, technical, and cultural, and are interrelated in the SPBE implementation process at the regional level.

From the perspective of Sanford and Moulton (2015)[20], supporting factors for SPBE implementation can be understood in terms of factors that influence change. Participants and resources play a role in actors' capacity, determining the extent to which digital transformation is operationalized. The involvement of local governments and the Communication and Information Department (Diskominfo) provides formal authority, policy direction, and the funding needed to build infrastructure, provide equipment, and strengthen technical skills. Resources not only contribute to the digitalization process but also reduce the organization's risk of implementation failure. The power source aspect is reflected in the creation of legitimacy for administrative change. The commitment of regional leaders becomes the center of power retribution, determining budget priorities, establishing strategic programs, and establishing coordinating mandates between regional apparatus organizations.

This power can strengthen the government's capacity to consolidate support, overcome resistance, and accelerate decision-making. In terms of bureaucratic cultural values, a work culture of transparency, collaboration, and a work-oriented approach supports the adoption of information systems to increase accountability. However, in reality, this culture is not yet reflected in several regional government agencies (OPDs), whose cultures rely on the Communication and Informatics Office for their SPBE (Economic and Social Security Agency). Therefore, SPBE's supporting factors are not only the availability of technology, but also a combination of resource structures, decision-making authority, and changes in institutional values that enable digital transformation to proceed in a coordinated manner and generate public value.

One of the main inhibiting factors is the suboptimal coordination across regional agencies. Planning and implementation of SPBE are still centralized within the Communication and Informatics Office, while the active involvement of other regional agencies remains uneven. Another inhibiting factor relates to limited human resources (HR), both in terms of quantity and technical competence. In addition to coordination and HR, the high dependence of regional agencies on the Communication and Informatics Office is also a significant inhibiting factor. The internalization of a digital work culture within the bureaucracy has not been optimal. Some officials still resist change and tend to maintain conventional work patterns.

In Sandford and Moulton (2015)[20], technical challenges in identifying changes to achieve public value are reflected in limited digital competency, a lack of standardized applications, and an infrastructure that does not fully support service integration. The technical competency gap and the organization's operational dependence on the Communication and Information Technology Agency indicate that it has not been able to internalize the skills needed to manage the system independently. This condition is characterized by SPBE constraints not only in hardware and software but also in the form of a deficit in system maintenance and development capacity. Adaptive challenges arise when digital change demands adjustments to norms, roles, and patterns of institutional relationships. Some regional apparatuses face resistance, heavy workloads, and weak cross-unit coordination, indicating that digital change has not been accepted in some organizational cultures.

Analytical investigations have not been optimally implemented because data on digital performance, application mapping, and workload evaluation are not systematically used to inform improvement. These limitations slow problem identification, prioritization, and decision-making. Meanwhile, the bureaucracy's social skills in managing collaboration across regional government agencies (OPDs) remain weak. Poor strategic communication and minimal user engagement result in the digital service design failing to align with community needs. The coordinating relationships needed to effect change are unstable. Thus, barriers to SPBE include a lack of technical and adaptive capacity, weak analytical skills on digital issues, and inadequate social skills in negotiating institutional change. These conditions indicate that successful digital transformation requires a shift in mindset, a new coordination structure, and the use of data as a decision-making instrument.

Conclusion

This study concludes that the implementation of the Electronic-Based Government System (SPBE) at the Pasuruan Regency Communication and Informatics Office, as stipulated in Pasuruan Regent Regulation Number 111 of 2023 [37], has been operational and has made a real contribution to changing public service patterns towards a more digital, structured, and documented one. From the aspects of SPBE governance, management, implementation, and monitoring and evaluation, the local government demonstrates a strong commitment through the provision of regulations, information, and communication technology infrastructure, budget support, and improved human resource competency. This implementation reflects a systematic effort to realize more effective, efficient, transparent, and accountable governance.

The research also shows that the SPBE implementation has not been optimal. The main obstacles lie in the lack of optimal coordination across regional agencies, the limited number of competent technical human resources, the high dependence of regional agencies on the Communication and Informatics Office as the leading sector, and the uneven internalization of a digital-based work culture within the bureaucracy. These conditions have resulted in partial SPBE implementation and limited integration, as reflected in the Pasuruan Regency SPBE Index score, which remains in the "sufficient" category.

Overall, this study confirms that the success of SPBE implementation is not solely determined by the availability of technology and regulations, but is also significantly influenced by institutional factors, human resource capacity, inter-sectoral coordination, and organizational cultural readiness. Strengthening coordination, structuring more operational derivative regulations, enhancing technical human resource capacity, and strengthening evaluation and oversight mechanisms are essential prerequisites for optimizing SPBE implementation sustainably and in a way that creates public value.

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