



Implementation of the Electronic Based Government System (SPBE) to Achieve Good Governance in the General Bureau of the North Sulawesi Regional Secretariat

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ABSTRACT

This study analyzes the implementation of the Electronic-Based Government System (EBGS) in the General Bureau of the Regional Secretariat of North Sulawesi Province to realize good governance. Using a qualitative case study approach through in-depth interviews, field observations, and document analysis, the findings show that the EBGS implementation has progressed well but still faces several challenges. These include gaps in employees' digital competence, unstable internet infrastructure, resistance to change among some employees, and incomplete system integration. Policy communication is relatively effective but requires more consistency and simplified technical guidelines. Human resources and infrastructure are available but need improvement in digital skills and network stability. Implementers generally have a positive attitude, although some resistance remains. The bureaucratic structure is clear, yet system integration among regional institutions still needs enhancement. Overall, the EBGS implementation in the General Bureau is moving in the right direction but requires strengthening internal communication, improving employees' digital competence, ensuring infrastructure stability, and enhancing system integration to achieve optimal results. The study recommends improving digital competence, upgrading internet infrastructure, increasing system integration, and reinforcing employee commitment to EBGS implementation.

INTRODUCTION

In the current era of globalization and the Industrial Revolution 4.0, it is not surprising that advances in information and communication technology have naturally brought about major changes in various fields, encouraging the creation of more efficient and modern lifestyles, including in the administration of government. Technology is no longer seen as merely an administrative tool, but has become a strategic instrument in strengthening bureaucratic capacity and expanding the reach of public services. The government can no longer rely on conventional bureaucratic models that tend to be rigid, slow, and closed. With increasing information transparency and public demands, such approaches are no longer effective. Moreover, in the context of regional autonomy, government administration is required to be self-sufficient by realizing good governance in each region.

To address these challenges, various countries, including Indonesia, have developed new approaches to governance that integrate information and communication technology (ICT). One such innovation is the implementation of the Electronic-Based Government System (ESBS), also known as e-government. The Indonesian government officially encouraged digital transformation in the public sector through the issuance of Presidential Regulation Number 95 of 2018 concerning ESBS, which serves as the legal basis for implementing e-government. The primary objective of ESBS is to create an efficient, effective, transparent, and accountable bureaucracy, as well as to improve the quality of public services oriented towards community needs. ESBS is designed not merely as an administrative tool, but as a transformational strategy capable of accelerating bureaucratic reform and strengthening the principles of good governance.

In principle, SPBE itself is e-government when viewed from the definition in Presidential Decree Number 95 of 2018, namely "government administration that utilizes information and communication technology to provide services to SPBE users." This definition is not simply the use of technology, but a comprehensive transformation in government administration that aims to increase efficiency, strengthen

accountability and participation and realize good governance.

Good governance is a concept that emphasizes the importance of public participation, the rule of law, transparency, responsiveness, consensus-oriented, fairness, effectiveness, efficiency, and accountability in government administration. In other words, SPBE is not only about digitizing services, but also a crucial instrument in building a more open, integrated, and accountable government. Therefore, the planned and sustainable implementation of SPBE is expected to bring significant changes to the Indonesian government system, leading to better governance.

Based on the vision, mission, and objectives of the Electronic-Based Government System (ESG), there are several strategic targets to be achieved in its implementation. These targets serve as the basis for designing the policy direction and implementation of ESG, both at the central and regional levels. ESG aims to realize effective, efficient, transparent, and accountable governance through the utilization of information technology. ESG services are developed in an integrated and user-oriented manner to make public services easier, faster, and more responsive. Furthermore, ESG emphasizes infrastructure integration to eliminate overlapping governance systems and the enhancement of human resource competencies to support sustainable digital transformation. Overall, these four targets are interrelated and serve as indicators of the success of ESG implementation in realizing a modern, open government based on the principles of good governance.

However, in practice, the implementation of SPBE in Indonesia still faces various serious challenges, both technical and non-technical. Technically, the uneven distribution of ICT infrastructure, particularly in underdeveloped regions, is a major obstacle to equitable distribution of electronic services. Furthermore, interoperability between information systems in local governments remains low, hampering comprehensive service integration. Based on the evaluation by the Ministry of Administrative and Bureaucratic Reform (PANRB) through the SPBE Index, several central and local government agencies are still in the "sufficient" or even "insufficient" category in implementing SPBE. This condition indicates that the implementation of

SPBE has not fully achieved its intended goals, both in terms of strengthening the bureaucratic system, improving organizational performance, and achieving the principles of good governance.

In line with national policy, the North Sulawesi Provincial Government has also implemented the Electronic Government System (SPBE) as a digital bureaucratic transformation strategy in the region. Based on the SPBE evaluation results based on the Decree of the Minister of Administrative and Bureaucratic Reform Number 13 of 2024 concerning the Evaluation Results of Electronic-Based Government Systems in Central Agencies and Regional Governments in 2023, the North Sulawesi Provincial Government received a score of 2.30, with the predicate "Sufficient." This score indicates that the implementation of the Electronic Government System has been implemented, but is still in the development stage towards mature digital governance.

In more detail, the SPBE evaluation results cover four main domains, namely SPBE Internal Policy, SPBE Governance, SPBE Management, and SPBE Services. The highest achievement was in the SPBE Internal Policy domain (2.90) and SPBE Services (2.74), which indicates the commitment of the North Sulawesi Provincial Government in developing policy direction and providing digital services to the community. However, the SPBE Governance (1.70) and Management (1.55) domains are still weak, reflecting the need for increased coordination between regional agencies, institutional strengthening, and increasing the capacity of SPBE human resources and budgeting. The five overall SPBE assessment predicate categories based on the scores obtained in the domains are as follows:

1. Index value 4.2 – 5.0: Satisfactory predicate.
2. Index value 3.5 – < 4.2: Very Good predicate.
3. Index value 2.6 – < 3.5: Good predicate.
4. Index value 1.8 – < 2.6: Sufficient predicate
5. Index value < 1.8: Less predicate

Thus, the evaluation results are not merely a measure of the government's digitalization performance, but also a reflection of the North Sulawesi Provincial Government's readiness and commitment to implementing digital transformation toward an adaptive, efficient, and service-oriented bureaucracy. Following up on this, communication and commitment from agency leaders and implementers are needed to support the implementation of this policy, so that

the implementation of SPBE in the North Sulawesi Provincial Government can be carried out effectively, efficiently, responsibly, and sustainably in accordance with the principles of Good Governance.

To encourage the acceleration of digital transformation, the North Sulawesi Provincial Government issued Governor's Decree Number 435 of 2018 concerning Standard Operating Procedures (SOP) for Administrative Service Units and Governor's Decree Number 138 of 2022 concerning Standard Operating Procedures for the Electronic Application System for Financial Administration Services (e-LAN) which are part of the SPBE program. These two services are under the organizational structure of the General Bureau of the North Sulawesi Provincial Secretariat which is designed as a digitally integrated administration system to facilitate Financial Administration and Leadership Administration activities starting from information services, incoming letters, submission of official documents for Leadership and electronic signature services for Leadership which have been certified by the Electronic Certification Agency (BSRe) and the National Cyber and Crypto Agency (BSSN).

The General Bureau of the North Sulawesi Provincial Secretariat has an important role in supporting administrative activities, financial administration management, household services, and providing administrative facilities for leaders and other regional apparatuses that have a direct impact on the overall quality of public services, both internal services between regional apparatuses and external services to the community.

Based on the initial observations of researchers at the General Bureau of the North Sulawesi Provincial Secretariat, the implementation of SPBE still faces various challenges that impact service optimization. The first problem lies in the resource aspect, both from human resources (HR) and supporting facilities. The quality of ASN/THL does not fully possess adequate technical skills in operating digital-based service applications, as well as the quantity of human resources available to meet the needs of digital system programs (programmers/software developers) is still very minimal. This occurs due to the implementation of government policies in appointing Non-ASN employees to Government Employees with Work Agreements (PPPK) with a minimum requirement

of two years of active work. The impact is that several experts who do not meet these requirements must be laid off, while supporting facilities such as the quality of network connectivity (Wi-Fi) do not yet fully support.

In addition, the attitude of implementers towards the change towards digitalization is also a factor that influences the success of SPBE implementation. It was found that several ASN/THL have not shown readiness and commitment in implementing electronic-based services consistently, there is resistance to work culture towards change, this is seen from the continued implementation of manual procedures in carrying out tasks, even though the applications that have been developed are intended to simplify work processes. However, in reality, some employees still choose to do work manually, especially in financial administration services (E-LAN). The limited resources and inconsistency of the implementer's attitude are indicators that the digital transformation within the General Bureau of the North Sulawesi Provincial Secretariat requires strengthening, both in terms of communication, resources and the attitude of the implementer.

Referring to the background of the problem above, it is necessary to study and analyze more deeply the Implementation of the Electronic-Based Government System (SPBE) in the General Bureau of the Regional Secretariat of North Sulawesi Province. Thus, the amount of the Port Service Retribution tariff provided, owned and managed by the Regional Government is determined as follows.

RESEARCH METHODS

In this study, the researcher used a qualitative research type. This is because the researcher wants to explain the research conditions naturally or actual conditions by finding and collecting data based on empirical facts regarding the implementation of electronic-based government systems in realizing good governance. According to Sugiyono (2015:15) the qualitative research method is a research method based on the philosophy of postpositivist, used to research the conditions of natural objects, (as opposed to experiments) where the researcher is the key instrument, data collection techniques are carried out through triangulation (combined), data analysis is

inductive/qualitative, and qualitative research results emphasize meaning more than generalization.

Through a qualitative approach, researchers attempt to discover phenomena by exploring the overall results of natural data collection, which then researchers participate in the field to seek facts and empirical information from the data obtained. Therefore, qualitative research is considered appropriate to be used as a research method to analyze electronic-based government systems in realizing Good Governance in the General Bureau of the North Sulawesi Provincial Secretariat. The data collection methods are as follows: 1. Observation is an activity carried out by visiting the research location to see the activities directly. In this case, researchers conducted direct observations in the field to obtain actual data regarding the implementation of SPBE in the General Bureau of the North Sulawesi Provincial Secretariat which is the research location.; 2. By conducting direct interviews with informants. Interviews are a conversation process with the intention of constructing information about people, events, activities, organizations, motivations, feelings, and so on, conducted by two parties, namely the interviewer and the person being interviewed.; 3. Documentation, According to Sugiyono (2015:363), documents are records of past events. Documents can be in the form of writing, pictures, or monumental works from someone. Documents are a complement to the use of observation and interview methods in qualitative research. In this case, researchers will obtain documentation results in the form of written evidence reports, pictures/photos related to the research where data and information can be more reliable.

Data reduction is a step taken by researchers to determine the objectives to be achieved, so that the main goal in qualitative research is what is found. In the data reduction process, it means summarizing, selecting the main points, focusing on important things, looking for themes and patterns. Thus, the reduced data will provide a clearer picture, and make it easier for researchers to collect further data and search for it when needed. Data presentation is a process of systematically organizing data, making it easier to understand what happened and plan further work based on what has been understood. Conclusions and verification are the final stages of data

analysis. Sugiyono stated: The initial conclusions put forward are still temporary and will change if strong supporting evidence is found in the next data collection stage. However, if the conclusions put forward in the initial stage are supported by valid and consistent evidence when the researcher returns to the field to collect data, then the conclusions put forward are credible conclusions.

To obtain informants, the researchers used a purposive sampling technique, selecting informants with a strong understanding and competence in their respective fields related to the research phenomenon. This facilitated the researchers' acquisition of accurate data and information. The informants for this study consisted of:

1. Head of the General Bureau of the North Sulawesi Provincial Secretariat.
2. Head of the E-Government Division of the Communications and Informatics Agency.
3. Head of the Administration Section.
4. Head of the Leadership Administration Sub-Section.
5. Junior Policy Analyst in charge of finance and verification.
6. Civil Servants operating the SPBE application;
7. Non-Civil Servants/Specially Skilled Personnel
8. Members of the public/employees receiving services.

RESULTS AND DISCUSSION

This research was conducted at the General Bureau of the Regional Secretariat of North Sulawesi Province, located at the North Sulawesi Governor's Office, Jalan 17 Agustus No. 69, Teling Atas Village, Wanea District, Manado City. The General Bureau is one of the work units under the Regional Secretariat of North Sulawesi Province that has a strategic role in supporting the smooth implementation of regional government administration.

Research on the implementation of SPBE in realizing good governance in the General Bureau of the Regional Secretariat of North Sulawesi Province was analyzed using the policy implementation theory of George C. Edwards III. According to Edwards in Widodo (2010), the success of policy implementation is influenced by four main variables: communication, resources, disposition/attitude of implementers, and

bureaucratic structure. These four variables are used as a basis for interpreting the field findings as follows:

a. Communication

Edwards stated that implementation will be effective if policies are communicated clearly, precisely, consistently, and easily understood by those implementing them in the field. Based on research findings, communication of SPBE policies in the General Bureau takes place through formal socialization, internal meetings, and informal communication via WhatsApp groups. These mechanisms facilitate faster and more equitable information dissemination.

However, the study found that not all employees immediately understood the technical instructions, especially senior employees who still needed more intensive guidance. This indicates that communication was not fully effective at all levels of implementation. Edwards emphasized that message distortion will occur if communication is not tailored to the context and characteristics of implementers, which in this case was evident in the gap in their ability to understand digital instructions.

On the other hand, leadership provided space for employees to ask questions, confirm issues, and provide technical guidance when application changes occurred, such as the discontinuation of the e-LAN application. This two-way communication strengthened implementers' understanding, allowing for more precise policy implementation.

Thus, overall, SPBE policy communication has been quite effective, but still requires strengthening consistency, simplifying technical instructions, and increasing the frequency of practice-based socialization.

b. Resources

According to Edwards, policies will not be successful without adequate resource support, including human resources, budget, facilities, equipment, and information. Research shows that in terms of human resources, the number of employees in the General Bureau is relatively sufficient, but digital competency is not evenly distributed. Younger employees tend to adapt more quickly, while senior employees require more guidance in operating electronic-based applications.

Infrastructure such as computers, internet connections, and work equipment are readily available, but network/internet stability remains a major complaint, hampering the speed of electronic administration processes. This reliance on a stable internet connection indicates that the SPBE requires infrastructure strengthening for optimal implementation.

Furthermore, the presence of specialized personnel is crucial for the operation of the SPBE. Although this was initially suspended due to a lack of compliance with the PPPK (Commissioned Personnel) appointment regulations, the General Affairs Bureau is again seeking to recruit experts through outsourcing. This aligns with Edwards's view that implementation requires competent implementers who understand the technical substance of the policy.

Thus, existing resources are already sufficient, but improving human resource competency, improving the internet network, and maintaining the continuity of expert staff are urgently needed for optimal SPBE implementation.

c. Implementer Disposition/Attitude

Edwards emphasized that policy implementation is influenced not only by resources and communication, but also by the implementer's disposition or attitude. Implementers who have the will, commitment, and a positive understanding of the policy will carry out their duties more effectively.

The research results showed that the majority of employees had a positive attitude toward the implementation of SPBE because they saw its benefits in terms of administrative efficiency and effectiveness. Employees stated that the ULA application facilitated document tracking, expedited disposition, and reduced the potential for archive loss.

However, some employees, especially those with a long history of manual work, still face challenges in operating electronic applications, feel unfamiliar with them, or tend to delay using technology. In Edwards' theory, this is considered a form of negative disposition that can hinder effective implementation.

Experts with greater digital competence act as mentors for other employees, helping to reduce resistance and increase employee confidence in using the SPBE application.

Overall, implementers' attitudes are relatively supportive of the policy, but differences in adaptation among employees remain a factor influencing the speed of implementation.

d. Bureaucratic Structure

Bureaucratic structure is a crucial variable in Edwards' theory because good policies can fail if the organizational structure does not support their implementation. The study found that the General Bureau has a clear division of tasks, standard operating procedures (SOPs), and workflows to support the implementation of SPBE. Each subsection has an SPBE operator and specific, measurable responsibilities. However, several obstacles remain, such as:

1) Time-consuming bureaucratic procedures, which slow down the electronic administration process.

2) SOPs that have not been updated to reflect the latest SPBE application requirements.

3) The ULA (Regional Administrative Unit) is not fully integrated with other Regional Apparatus Organizations (OPD), so cross-agency processes still require manual steps.

4) The discontinuation of the e-LAN application due to its lack of integration with the Regional Civil Service Agency (BKAD) indicates that inter-agency system integration remains a major obstacle.

This aligns with modern bureaucracy, which emphasizes the importance of an efficient, simple, and standardized structure. If procedures are too layered, policy implementation will be slowed, even if technology is readily available.

Based on the analysis of the four indicators of George C. Edward III's implementation theory: communication, resources, disposition or attitude of implementers, and bureaucratic structure, it can be concluded that the implementation of SPBE in the General Bureau has been running quite well, but still faces a number of important obstacles that affect its effectiveness. First, there is a digital competency gap between employees, where some employees are still less skilled in operating electronic service applications, so that work processes often do not run optimally. Second, the unstable internet network infrastructure causes obstacles in accessing the SPBE system, especially during peak hours, so that several administrative processes must be postponed or carried out manually.

Third, resistance is still being encountered from some employees, especially those accustomed to manual work methods and uncomfortable with the shift to digital. This attitude hinders accelerated adaptation and leads to an imbalance in the workload among employees. Fourth, the system integration is incomplete, requiring employees to repeatedly input data, and the digital disposition process still requires manual action at several stages.

Overall, these obstacles indicate that although the SPBE has a strong implementation foundation, it still requires increasing human resource capacity, improving infrastructure, strengthening employee commitment, and accelerating system integration to achieve optimal implementation.

CONCLUSION

Based on research and discussions on the implementation of the Electronic-Based Government System (SPBE) to achieve good governance in the General Bureau of the North Sulawesi Regional Secretariat, it has been running well but not optimally. The four indicators analyzed by George C. Edward III's policy implementation theory can be concluded as follows:

From a communication perspective, information regarding the SPBE policy has been disseminated by management and through various internal channels. However, this information dissemination is uneven, resulting in varying levels of employee understanding of digital procedures and workflows. This situation means that some employees are able to successfully follow the digitalization process, while others still require further adjustments.

Regarding the resource indicator, support in the form of work equipment, internet networks, and digital infrastructure is generally available to support the implementation of the SPBE. However, there remains a gap in digital competency among employees, which impacts the smooth implementation of the system. Furthermore, an unstable internet network is causing problems with some services, resulting in inconsistent digital processes.

Furthermore, in terms of disposition or attitude of implementers, the majority of employees demonstrated commitment and a

positive response to the implementation of SPBE. They understood the importance of digital transformation in improving the quality of administrative services. However, some employees still showed resistance and felt unprepared to transition from manual work patterns to electronic systems, thus hampering consistent SPBE implementation.

Finally, regarding the bureaucratic structure indicator, the General Bureau actually has clear SOPs and work mechanisms to support SPBE implementation. However, system integration with other regional government agencies has not been running smoothly. This has resulted in some administrative processes still being carried out manually, and some previously used applications have now been discontinued due to the lack of support for a system that connects across regional government agencies.

Overall, the implementation of SPBE in the General Bureau of the North Sulawesi Provincial Secretariat is moving in the right direction and has had a positive impact on more efficient and transparent government administration. However, strengthening internal communication, improving employee digital competency, maintaining infrastructure stability, and integrating systems across regional government agencies is needed for SPBE to run optimally and truly support the principles of good governance.

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