PUBLISHING
ISSN 2720 - 9544 (print)
ISSN 2721 - 0871 (online)
JTEP
Journal of Tourism Economics and Policy
JOURNAL OF TOURISM ECONOMICS AND POLICY
Indexed by :

IMPLEMENTATION OF THE ELECTRONIC-BASED GOVERNMENT SYSTEM (SPBE) TO IMPROVE PUBLIC SERVICES WITHIN THE REGIONAL GOVERNMENT AGENCIES OF SABU RAIJUA REGENCY

Volume: 6
Number: 4
Page: 845 - 854

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Article History:
Received: 2026-08-10
Revised: 2026-09-14
Accepted: 2026-11-02

Abstract
This study examines the implementation of the Electronic-Based Government System (SPBE) in Sabu Raijua Regency, one of Indonesia's outermost regencies, using the five dimensions of the Indonesian E-Government Ranking (PeGI): policy, institutions, infrastructure, applications, and planning. A descriptive qualitative approach was employed, drawing on interviews, observations, and documentation. The findings reveal that the formal local SPBE policy was introduced in 2024, institutional responsibilities remained fragmented, and ICT infrastructure was inadequate and unevenly distributed. Several public and administrative applications were not operational online, while strategic planning documents and technical guidelines were absent. The study concludes that SPBE offers opportunities to strengthen interagency collaboration and public engagement, but its effectiveness depends on institutional coordination, infrastructure readiness, professional capacity, and integrated planning.

Keywords: electronic-based government system, public services, regional government agencies, digital governance

INTRODUCTION

Digital transformation has become an important instrument for improving public administration, service delivery, and citizen engagement. Rather than merely converting manual procedures into electronic formats, digital government involves organizational change and the creation of public value through greater responsiveness, transparency, and collaboration (Stoker, 2006; Bannister & Connolly, 2014; Klievink et al., 2016). Public electronic services must therefore be understood within their institutional context, rather than as standalone technological products (Lindgren & Jansson, 2013).

In Indonesia, Presidential Regulation No. 95 of 2018 established the Electronic-Based Government System (Sistem Pemerintahan Berbasis Elektronik, SPBE) to promote effective, transparent, accountable, and integrated governance. Nevertheless, implementation across government institutions has remained uneven. The 2018 national evaluation found that only 82 of 616 institutions (13.31%) achieved good or higher ratings, whereas 534 institutions (86.69%) received fair or poor ratings. Fragmented systems and limited interoperability remain important barriers to administrative efficiency.

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PUBLISHING
ISSN 2720 - 9544 (print)
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Sabu Raijua Regency provides a relevant context for examining digital government in geographically peripheral regions. The regency attained an SPBE index of 2.14, classified as fair, in the monitoring results published in 2023. Despite this achievement, inadequate infrastructure, limited information security, fragmented applications, and weak data utilization continued to constrain service delivery. This study investigates these challenges through the five dimensions of the Indonesian E-Government Ranking (PeGI, 2007): policy, institutions, infrastructure, applications, and planning.

The regional comparison is particularly relevant because the national policy establishes a common framework while local governments operate under different administrative and technological conditions. The monitoring results reveal considerable variation among the eighteen administrations listed in the original research. Sabu Raijua was classified as fair, rather than good, indicating that the introduction of electronic systems had not yet resulted in mature digital governance. The index should be interpreted as an administrative assessment, not as a direct measurement of citizen satisfaction.

Table 1. SPBE monitoring results in East Nusa Tenggara (published in 2023)

Government administration	Index	Rating
East Nusa Tenggara Province	3.35	Good
Kupang Regency	1.85	Fair
North Central Timor Regency	1.21	Poor
South Central Timor Regency	2.61	Good
Alor Regency	1.81	Fair
Sikka Regency	1.83	Fair
East Flores Regency	1.52	Poor
Manggarai Regency	1.76	Poor
East Sumba Regency	2.31	Fair
West Sumba Regency	2.25	Fair
Rote Ndao Regency	2.48	Fair
West Manggarai Regency	3.01	Good
East Manggarai Regency	2.46	Fair
Southwest Sumba Regency	1.35	Poor
Nagekeo Regency	1.14	Poor
Central Sumba Regency	1.25	Poor
Sabu Raijua Regency	2.14	Fair
Malaka Regency	1.99	Fair

Source: Ministerial Decision No. 108 of 2023 (2022 evaluation).

THEORETICAL FRAMEWORK

Bureaucratic Reform and Digital Public Services

Bureaucratic reform entails restructuring administrative institutions, clarifying responsibilities, and improving professional capacity to enhance public service performance (Haning, 2015; Wicaksono, 2006). Digitalization is a component of this reform because it changes not only the channels through which services are delivered but also the organizational processes that support them. Electronic services create value through interactions between public institutions and

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their users, including citizens and businesses (Lindgren & Jansson, 2013). However, technological investment alone does not guarantee meaningful administrative transformation (Cordella & Bonina, 2012; Van Veenstra et al., 2011).

From a public value perspective, the purpose of reform extends beyond internal cost reduction. The development of electronic public services requires coordination across organizational boundaries, attention to the needs of citizens and businesses, and changes in administrative routines. Networked governance provides a basis for understanding why individual agency applications cannot independently deliver the benefits of an integrated government system (Stoker, 2006; Klievink et al., 2016).

E-Government

E-government refers to the use of information and communication technology (ICT) to enhance public administration and facilitate interactions among government institutions, citizens, and businesses. Indonesia's early e-government policies were established through Presidential Instructions No. 6 of 2001 and No. 3 of 2003. The subsequent SPBE framework emphasizes integrated services, interoperability, efficiency, and accountability. Successful implementation requires institutional readiness, adequate resources, and coordination beyond individual administrative units (Meijer & Bekkers, 2015; Nugroho & Purbokusumo, 2020).

RESEARCH METHOD

This study adopted a descriptive qualitative design to investigate SPBE implementation across regional government agencies (OPDs) in Sabu Raijua Regency. Informants, ranging from agency heads to staff members, were recruited through non-probability snowball sampling. Data were collected through observation, interviews, and documentation. Triangulation was employed to enhance credibility, while analysis involved data collection, reduction, presentation, and conclusion drawing. The five PeGI dimensions served as the analytical framework.

RESULTS AND DISCUSSION

The empirical analysis uses the five dimensions of PeGI, introduced in 2007 to assess government readiness in the use of ICT. The framework examines regulatory direction, institutional responsibilities, infrastructure readiness, functional applications, and the planning mechanisms that support sustained implementation. The findings below combine observations, interviews, and documentary evidence from the regional government.

Policy

The formal local regulatory framework was established through Sabu Raijua Regent Regulation No. 19 of 2024, more than a decade after the regency was established in 2008. SPBE supports the regional mission of improving professional public services and establishing clean, efficient, effective, and accountable administration. A coordination team comprising steering and technical personnel operates under the Regional Secretary. Funding is derived from the regional budget and central government assistance, while internal assessment and reporting are conducted annually.

Implementation is constrained by fiscal dependence on the central government and competing budget priorities. In 2024, the Communication and Informatics Office recorded performance achievement of 62.43%, compared with budget realization of 89.84%. The disparity suggests that relatively high expenditure realization did not translate into equivalent performance achievement. These findings highlight the importance of institutional readiness and effective policy execution (Adjei-Bamfo et al., 2020; Nugroho & Purbokusumo, 2020).

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The regional development mission for 2021–2026 explicitly emphasizes professional public services and clean, efficient, effective, and accountable bureaucracy. Nevertheless, the formal local regulation was enacted only in 2024. Annual reports are prepared by internal assessors and submitted to the Regent through the SPBE coordinator. The funding process is based on agency proposals and needs, with regional fiscal dependence limiting the scope of implementation.

The research also identifies competing expenditure priorities. Operating expenditure takes precedence over capital expenditure, while capital investment is directed primarily toward infrastructure supporting regional mobility. Under the three-tier allocation framework described in the manuscript, basic services are prioritized first, programs associated with the Regent's commitments second, and other government functions and agency support third. The authors consequently identify SPBE as a lower budgetary priority. This illustrates the difference between formal policy commitment and the resources required for operational implementation.

Table 2. Communication and Informatics Office performance and budget realization, 2024

Indicator	Achievement	Rating
Performance achievement	62.43%	Moderate
Budget realization	89.84%	High

Source: Sabu Raijua Regional Government Work Plan (RKPD), 2024.

Institutional Capacity

The Communication and Informatics Office serves as the principal ICT management unit, while regional agencies are responsible for providing individual services. Nevertheless, responsibilities and standard operating procedures were not adequately documented. Fragmented institutional arrangements allowed agencies to develop overlapping systems, increasing the risk of duplicated expenditure. Staffing shortages, inappropriate personnel assignments, and employee rotation further constrained technical capacity. The absence of qualified information security personnel also limited the ability to safeguard government data.

Table 3. Institutional Responsibilities for SPBE Management

ICT Management Unit	Regional Agency Service Provision Units
Communication and Informatics Office	Regional government agencies (OPDs)
Service coordinator	Service coordinator
Recovery coordinator	Recovery coordinator
Technical administrator	Technical administrator

Source: Authors' observations (2024).

The ICT management unit reports to the Head of the Communication and Informatics Office, whereas agency-level service providers report to their respective agency heads. Service coordination encompasses the management of electronic services, recovery coordination concerns restoration of disrupted services, and technical administrators implement service and recovery activities. Although the central ICT unit has strategic authority, the study finds that its detailed functions and operating procedures have not been adequately formalized. This creates uncertainty over which units should design, maintain, and operate electronic systems.

These findings indicate that digitalization must be accompanied by organizational reform and clearer accountability. Fragmented back-office processes can undermine the public value generated by electronic services (Lindgren & Jansson, 2013; Khaidarmansyah et al., 2022).

Human resource management represents a further institutional constraint. Agencies manage personnel independently, and staff rotations may assign qualified employees to positions that do not correspond to their expertise. The study reports that no personnel had adequate competence in

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cryptographic information protection at the time of observation. The authors propose at least one appropriately qualified employee in each regional agency to improve information security. This is particularly relevant to interagency communications and the protection of government data.

Table 4. Selected regional key performance indicators (2022)

Indicator	Unit	Target	Achievement
Bureaucratic reform	Index	61	41.68
Regional financial management	Index	75.00	100
Public satisfaction	Category	Good	Good
SPBE	Index	1.56	2.14
Regional infrastructure coverage	%	75.00	75.00
Target audience aware of regional policies and priority programs	—	79.10%	—

Source: RKPD 2024, key performance indicator table (selected rows).

The documentary data show that the SPBE index exceeded its 2022 target, while bureaucratic reform performance remained below target. This contrast reinforces the need to distinguish digital system development from broader organizational reform. The authors also report that online and integrated public services declined from 40.90% in 2021 to 33.33% in 2022, despite an increase in official website subdomains from 39 to 40. The growth in web presence therefore did not necessarily coincide with greater service integration.

Infrastructure

ICT infrastructure remained insufficient in terms of availability, quality, and geographical distribution. Observations and interviews revealed that some personnel relied on privately owned computers and software. Communication networks were unstable, and supporting facilities, including backup power and access controls, were inadequate. Several regional agencies and technical implementation units lacked internet connections and therefore could not provide online services. Electricity and signal availability were additional constraints.

The Communication and Informatics Office's server capacity was insufficient to accommodate all agency requirements. The office had begun using the National Data Center cloud service, and an internal government network based on MetroLink or VPN technology was available, although coverage remained incomplete.

The PeGI infrastructure criteria include equipment availability and specifications, operational readiness, inventory management, maintenance, monitoring, reporting, and standard operating procedures. In Sabu Raijua, the use of personal equipment by government employees highlights a gap between institutional demand and public procurement. The availability of local networks, internet access, web-based channels, telephone services, and supporting equipment such as uninterruptible power supplies and generators was insufficient to ensure consistent service delivery. These constraints affect both the back-office functions of agencies and the accessibility of services to residents.

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PUBLISHING
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Table 5. Selected SPBE Performance Indicators

Indicator	2021	2022	2024
Agencies connected to internet provided by the Communication and Informatics Office	98.47%	97.43%	80%
Online and integrated public services	40.90%	33.33%	—
Official agency website subdomains	39	40	—
Office performance achievement	—	—	62.43%
Office budget realization	—	—	89.84%

Source: Sabu Raijua Regional Government Work Plan (RKPD), 2024, and authors' observations. Dash indicates data not reported in the summarized evidence.

The original manuscript also reproduces a separate government-affairs performance table from RKPD 2024. Its reported values are presented separately below because the table does not specify an observation year for the figures in the reproduced extract, and several differ from the annual series described in the narrative. They should not be merged into a single time series without further verification.

Table 6. Communication and informatics indicators reported in the government-affairs performance table

Indicator	Unit	Reported value
Agencies connected to internet provided by the Communication and Informatics Office	%	95.47
Online and integrated public services	%	33.33
Target audience aware of regional policies and priority programs	%	97.45
SPBE index	Score	1.78
Official agency website subdomains	Subdomains	39

Source: RKPD 2024, government-affairs performance table reproduced in the original manuscript.

Applications

Sabu Raijua Regency maintained an official website and functional applications for public services and internal administrative management. However, the website was not regularly updated, several services were inaccessible, and opportunities for public interaction remained limited. As of 21 June 2024, some applications were desktop-based and unavailable online, while others were undergoing maintenance. The applications were supplied by the central government to promote integration and reduce duplication of resources.

The application dimension distinguishes between electronic administrative services and electronic public services. The government's official website is intended to provide accurate and widely accessible public information and facilitate interaction with residents. However, observations in 2024 found that information was not regularly updated and that the SPBE service page could not be accessed by the general public. The inventory provided by the Communication

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and Informatics Office identifies ten administrative services and six public services, including two entries with specific operational limitations.

Table 7. SPBE service inventory as of 21 June 2024

Service domain	Service	Access address / status
Administration	Planning	sipd-ri.kemendagri.go.id
Administration	Budgeting	sipd-ri.kemendagri.go.id
Administration	Finance	sipd-ri.kemendagri.go.id
Administration	Procurement	lpse.saburaijuakab.go.id/eproc4/
Administration	Personnel	mysapk.bkn.go.id
Administration	Dynamic records management	srikandi.arsip.go.id
Administration	State/regional asset management	SIMDA BMD*
Administration	Internal government oversight	eauditee.bpk.go.id
Administration	Organizational performance accountability	esr.menpan.go.id
Administration	Employee performance	kinerja.bkn.go.id
Public service	Public service complaints	lapor.go.id
Public service	Open data	sipd.go.id/run2/
Public service	Legal documentation and information network (JDIH)	saburaijuakab.jdihn.go.id/**
Public service	Population administration	web.dukcapil.kemendagri.go.id
Public service	Public information	ppid.saburaijuakab.go.id
Public service	Licensing	oss.go.id

Source: Communication and Informatics Office, 2024. * Desktop application, not online. ** Under maintenance. Addresses reflect the original inventory, not current verification.

Effective electronic service delivery requires more than establishing websites or adopting software. Applications must remain accessible, secure, interoperable, and responsive to user needs. Stakeholder participation and organizational adaptation are therefore essential (Holgersson & Karlsson, 2014; Voorberg et al., 2015). Integrated digital services may also contribute to transparency and administrative efficiency (Krishnan et al., 2013; Lupu & Lazăr, 2015).

The inventory demonstrates that the availability of applications does not establish their effective use. The existence of centrally provided platforms can reduce duplication, but integration requires compatible business processes, reliable connectivity, and clear service ownership. The study emphasizes effectiveness, integration, continuity, efficiency, accountability, interoperability, and security as guiding principles. These principles apply to government-to-citizen, government-to-business, government-to-government, government-to-employee, and government-to-non-governmental organization interactions.

Planning

Strategic planning was the least developed component of SPBE implementation. Interviews and observations indicated that the regency had not established a comprehensive SPBE master plan, architectural blueprint, or implementation and technical guidelines. The absence of these documents limited the ability to coordinate investment, prioritize infrastructure development, establish

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interoperability standards, and translate strategic objectives into operational activities. Integrated planning is particularly important in regions with limited financial and technical resources.

The planning assessment considers the existence of a responsible organizational unit, standardized planning procedures, stakeholder involvement, evaluation of the master plan, and translation of strategic objectives into detailed work plans. The research identifies three missing instruments. First, a master plan is needed to define long-term priorities and resource requirements. Second, a blueprint is required to specify the architecture, objectives, programs, and implementation responsibilities across agencies. Third, implementation and technical guidelines are needed to translate policy into consistent operating procedures. The absence of these instruments makes it difficult to establish a coherent basis for evaluating investment and service performance.

Proposed Improvements

Table 8. Key Findings and Recommended Improvements

Dimension	Existing conditions	Recommended improvements
Policy and regulation	Fragmented regulations; local SPBE regulation introduced in 2024.	Consolidate planning, clarify accountability, establish a master plan, blueprint, and technical guidelines.
Structure and governance	Inconsistent institutional arrangements and limited coordination.	Establish unified coordination and common governance standards.
Applications	Isolated systems, duplicated expenditure, and limited sustainability.	Integrate existing applications progressively and adopt multiyear budgeting.
Infrastructure	Underutilized resources, paper-based procedures, unreliable electricity and connectivity.	Optimize infrastructure use, reduce paper consumption, and improve power and network coverage.
Human resources	Insufficient ICT staff, mismatched assignments, and lack of information security specialists.	Align staffing with competencies, provide training, and recruit security specialists.
Information security	Security vulnerabilities and limited assurance of authenticity and incident response.	Integrate physical and logical security, authentication, and incident response procedures.
Cross-cutting barriers	Fragmented planning and budgeting; limited organizational transformation.	Consolidate budgets and accountability, transform organizational culture, and ensure interoperability.

Source: Authors' analysis of research findings (2024).

The proposed improvements should be understood as recommendations derived from the qualitative findings, rather than interventions whose effectiveness has already been tested. Priorities include clarifying institutional responsibilities, aligning personnel assignments with technical competence, consolidating budgets, expanding infrastructure, and gradually integrating applications. In addition, information security requires both physical and logical controls, authentication of documents and identities, and effective incident response. Together, these measures connect the technical and institutional dimensions of digital government.

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CONCLUSION

SPBE implementation in Sabu Raijua Regency remains at a developing stage. Although the formal regulatory framework was introduced in 2024, its effectiveness is constrained by fragmented institutional responsibilities, insufficient professional staff, uneven ICT infrastructure, incomplete digital applications, and the absence of strategic planning documents. Strengthening coordination, expanding connectivity, improving information security, and establishing an integrated master plan and technical guidelines are necessary to support sustainable implementation. Digital government offers opportunities to improve collaboration, accountability, and citizen engagement, but the realization of these benefits requires organizational transformation rather than technological adoption alone.

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ISSN 2720 - 9544 (print)
ISSN 2721 - 0871 (online)
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