

# Resources Policy to Application of E-Government in Supporting Public Services in Kupang City

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## Abstract

This paper is intended to provide answers to some e-government efforts in realizing public service in Kupang City. E-government in Indonesia has undergone significant changes, which are the result of convergence of external and internal factors in support of change. E-government is a public demand and the development of Information Communication Technology which requires Governance at various levels to apply it to shift the pattern of public services that are manual. These review & description on the resource policy dimension of e-government implementation in support of public services, which provides an evaluation of the implementation of e-government conducted in this decade. The content and passion of a shift in the paradigm of public administration reflects a new understanding of e-government that is very different from the form of classical government bureaucracy. Thus, it has the potential to bring considerable change, not only in the role of e-government nationally, but in e-government relations at the regional level. Nevertheless, this study discusses the commitment of the Kupang City Government and increased resources as two factors that hinder the implementation of e-government in support of effective public services.

**Keywords:** E-government, public services.

## A. Introduction

Governments around the world are currently facing pressure from various parties to improve the quality of public services and active participation in the provision of information to the community and are required to be more effective. Information Communication Revolution Technology is a potential to modernize government organizations, by strengthening operations in public services more responsive to the needs of its citizens. Many countries including Indonesia have introduced e-government programs based on Information Communication Technology to change the dimensions of government operations, which are more accessible, transparent, effective, and accountable.

Kupang City Government pursues a resource policy to support the implementation of electronic government in improving the quality of public services. The development and improvement of human resources especially government apparatuses as developers, managers and users of electronic government is a factor that helped to determine even the key to successful implementation and development of electronic government. Therefore, it is necessary to improve the capacity of human resources and structuring in the utilization, through careful and comprehensive planning in accordance with the needs, and the implementation is done gradually and sustainable. Human resources are one of the main factors that support the implementation of public services based on electronic devices. In operationalizing the equipment requires personnel who are able to operationalize and also have specifications as needed at this time. For public services in Kupang City, especially in direct contact with the public interest is the service of population documents that must be owned by every citizen from the document of birth until the death of a required document. While in addition to the population document is a community activity that requires licensing. This licensing is intended for all activities of the community in the form of business or physical development needs to be in good order in accordance with applicable rules.

## B. The Theory Dialog

### a. E-Governance in Public Service

E-Government is a technology-based governmental administration or application of Information and Communication Technology (ICT) to provide public services, exchange of information communication transactions, integration of stand-alone systems and service between government-to-citizen, government-to-business, government to government and back office processes that interact within the overall governance framework (Saugata and Mas'ud, 2007). Through *e-Governance*, government services will be made available to citizens comfortably, efficiently and transparently. The three main target groups that can be distinguished in the concept of governance are government, society and business. In e-governance there is no distinction between Garson (2006), which generally consists of four basic models: government to citizens, government to employees, government to government and government to business. Such interaction and transformation for Al-Khoury (2011) is expected to improve the quality of life of citizens in terms of greater convenience in the availability of government services, thus increasing public satisfaction and trust in government.

The development of *e-government* is part of *e-governance*, by Heeks (2001), as the utilization of

Information Communication Technology to support good governance of e-administration aspects to improve government processes by saving costs, by managing performance, by establishing strategic connections in the government itself, and by creating empowerment. Then the *e-citizen and e-services* aspect attempts to connect citizens with the government by talking with citizens and supporting accountability, by listening to the community and supporting democracy, and by improving public services. And ultimately the e-society aspect seeks to build interaction outside the government by working better with the business side, by developing communities, by building cooperation with government, and by building civil society.

Government Administration Operations from an information technology perspective can be divided into three areas: (1) internal, (2) intra-government, and (3) externally with the community. This operation aims to build relationships in synergy in realizing the quality of public services.

#### **b. Factors Affecting the Success and Failure of E-Government**

Referring to the requirements described by Heeks (2001b: 17-19), readiness towards e-government success IS related to: (1) data infrastructure, (2) legal/law infrastructure, (3) institutional infrastructure, (4) human resource infrastructure, (5) technological infrastructure, and (6) leadership and strategic thinking. While Gil-García and Pardo (2005) mention the 6 factors of success and failure of e-Government development, namely challenge: (1) quality of information and data, (2) information technology, (3) organization and managerial, (4) laws and regulations, and (5) institutional and environmental. While ADB (2011) found 7 success factors of e-Government: (1) Collaboration Degrees, (2) Strategy Alignment, (3) High Commitment Level, (4) Alignment, (5) Business Transformation, (6) Knowledge Management, and (7) Norm and Compliance.

#### **c. Public Service**

Basically public services can be measured using standards. Therefore, service standards can be established, both from the time required and the results. The implications of bureaucratic reform can have both positive and negative effects on public services. There are a lot of opinions about this among other things explained:

Hariyoso (2002) there are several service dimensions that need attention from government bureaucracy, such as: (1) Service without discrimination from public-service institutions; (2) Implementation of the principle of simplicity, clarity, certainty, security, openness, efficiency, economics, equitable justice, and timeliness; (3) Qualified, in the sense of conformity with suit, suitability for use and freedom from disability; (4) Touchable, reliable, quality accountability of service, assurance, and empathy; (5) Quality-oriented that is characterized by active participation, empathy and satisfaction served.

Mochammad (2000) describes that the current service bureaucracy needs to be oriented more directly to public accountability by means of the presentation of integrated quality management. In the view of Hariyoso, the opinion tries to elaborate hypothetical thinking that better accountability (key) to better government.

In the view of Ramaswamy (2012), the essence of public service should refer to the proposition that the products of government can be marketed to the public (need marketed to public) should be oriented to service culture through the creation of customer service satisfaction. Ramaswamy's view shows the political value of the public bureaucracy service to the political position of the government. The government gets taxes from the public. Therefore the government must provide good services and quality to the public. The government needs to identify what the public wants as well as what service model should be developed.

In the reciprocal relationship between the government as the service provider and the public as the user, there are several matters to be considered by the bureaucracy as the service provider as expressed by Nisjar (1997), namely: (1) Service procedures should be easy to understand and easy to implement, so avoid excessive bureaucratic practices, time consuming; (2) Services are provided clearly and certainty, so that there is clarity to the user; (3) Providing effective and efficient service; (4) Service quickly and on time; and (5) In various service activities both technical and administrative, users are always treated with the motto of customer is king and customer always right.

### **C. Research Methods**

This type of research uses a qualitative approach that aims to describe e-government related phenomena to support of public services in Kupang City. The data source consists of informants, events and documents. Informants in this study consist of: *Inside Government* is the parties involved in *e-government* to support public services in Kupang City and *Outside Government* is the community as a service user in Kupang City. Then the event is the circumstances that occur related to this research, and document data source that is in the form of secondary data obtained from research sites that have been set.

Data collection techniques are using Observation, Interview, and Documentation. While the data analysis techniques are performed by using qualitative analysis based on following steps proposed by Miles, Huberman & Saldana, (2014) include: analysis of three concurrent streams of activity: (1) data condensation, (2) data display, and (3) conclusion/verification which is an interactive process/cycle.

## D. Discussion

Discussion of the results of this study is more focused on the aspect of resource policy towards the implementation of *e-government* in supporting public services that examine several aspects as follows:

### a. Aspects of Apparatus Resources

The results showed that resource policy became the key factor of *e-government* success in supporting public services. Availability of adequate facilities and infrastructure but if not supported by good mental apparatus will hinder service to society. Therefore the mental apparatus needs to be prepared through coaching so as to be able to perform its main duty well and avoid egoism and dependence. Empirical facts show that if an employee who handles a job feels he is needed and has something that no other person has, then the person in question is sometimes absent and always stalling, thereby always hindering the public service. Although moved elsewhere, he keeps trying to influence the person who replaced his position to do the same thing that is stalling time during the work.

Some research sites in Kupang City Government reveal the facts of *e-government* in public service, which makes the City Government has difficulty in realizing the quality of service according to the expectations of the community, such as the Office of Population and Civil Registry of Kupang City seem to experience problems in *e-government* caused by government intervention center and take over the authority in the management of this population document. Document service has many obstacles because it uses electronic equipment with centralized system that is connected directly to the central internet network, so that if there is damage to the system then the equipment and its technic for the repair is imported from the center, which of course will hamper the public service.

In terms of apparatus resources operationalizing Information Communication Technology is considered sufficient because the placement pattern is tailored to the skills through special training such as data recording Identity Card/e-ID card and printing as well as other documents. However, in terms of the number of officers who directly serve the community is still considered less because it is not comparable to the number of people who take care of the documents so that the queue is quite long because almost every day approximately 300 people who want to get service from the Office of Population and Civil Registration of Kupang City. This condition indicates that the public service is running but the waiting time for the service process is considered long enough.

Community as a service user almost every day are associated with the bureaucracy of Kupang City government to get services in accordance with their needs include identity cards, family cards, marriage certificate, birth certificate and so on. This can't be avoided because this kind of service is a community need that must be met so as to demand the government apparatus seriously to provide it in quality. Similarly in the licensing service to the community, according to the results of research that licensing services to the community has been using electronic equipment, but in terms of human resources is not adequate because the application used is made by experts outside the institution so that if there is damage takes time to bring experts as the owner of the application.

Empirical studies show that the difficulties faced by public service agencies in the field of licensing is related to the ability of the apparatus in creating the application system, which is often an inhibiting factor in providing quality licensing services. The licensing service provided by the employees is adequate because employees who are specialized in operating the computer are available to serve the community but the skilled personnel to apply the current licensing service on line is not yet available, there are experts who are paid for the application that is used specifically for the service to community, so what if there is congestion then have to wait for experts who make the application referred to come to fix it.

This research study shows that the implementation of electronic government at the Regional Device Organization in public service in Kupang City related to human resources policy has been done by involving staff in the training related to the main task and function, but from the mental and ethical side of staff still need revamping to launch the task of managing the electronic government. Placement of employees, especially on the data processing and information sections to be tailored to the skills and levels of education and employees who served as consular operators in order to avoid people who feel themselves are needed so always creating a dependency considering the scope of work including elements of bureaucracy and society. The policy adopted by the Kupang Municipal Government is always to include in trainings that support the main tasks and functions, but because of the interest as a minimal consular operator that almost every Organization of the Region is handled by at least one person so that they are needed in facilitating ICT activities that can create dependence on consular operator.

### b. Equipment

Document review shows that this institution has a website but is only used internally by an institution that has not been widely accessible by the community as a service user. Applications used to issue permit documents only cover 13 permissions related to community permit documents. The public who takes care of the licenses bring directly all the necessary requirements and submit directly to the officer to input the data. This empirical

condition shows that since 2010 the system is integrated based LAN. However, in the data section, only receive data that has been processed and what if the organization of regional devices within the scope of Kupang city government requires data can copy directly on the data on the Office of Investment and Integrated Licensing Services of Kupang City because it is not based on line. In this field there are no obstacles because each operator has mastered and has the password respectively.

The organization of regional apparatus in contact with ICT-based licensing services is still constrained because in terms of its accessibility is still limited internally institutions that have not been accessed widely. Nevertheless, this institution continues to make continuous improvements to improve the quality of public services. This effort in accordance with the document review shows that there is an increase in the performance of licensing services so that the national level assessment where the organization of this regional device obtains B Value, and as its service mode role. Efforts to improve licensing services always include staff for training in accordance with the main tasks and functions. Which in 2017 has sent 20 employees to attend training to Batam.

Description of research results and discussion proves that the implementation of electronic government at Kupang City Regional Organization in public service about government support in general is good only for the provision of budget in the field of implementation and development of electronic government has not become a top priority for the Kupang City Regional Organization. Document review shows that the limitations of equipment such as servers and other equipment are caused by the lack of resources both budget and staff who have the ability to manage them. The result research data gives information that the supporting facilities in supporting the public service in Kupang City is still minimal experienced by the institution in contact with the administrative activity and public service. Supporting facilities prepared for people who want to submit complaints to public service providers are considered slow and ineffective in providing public services. The operator only serves to operate the existing equipment in accordance with its main duty to publish the documents according to the needs of the community. However, when there is damage to the system it is still a third-party task to fix it, so it often becomes an obstacle in providing quality services to the community.

The result of the research supported by informant interview as service user indicated that the people who wants to extend the permit document said that, taking care of the extension of this permit is not long and there are no obstacles, runs smoothly because as the community is served directly and waited for only less than 3 hours has been completed, except a new permit by the community if the document meets the requirements can be 3 days completed and can be taken directly, while the obstacle is if the leader who must sign the licensing documents are not in place, of course the people should be waiting longer. Another problem faced by the equipment side is that the application used to issue licensing documents has not been sufficient in terms of the number of only one application unit, so that when there is damage to the system it will disrupt the process of public services. Under these circumstances may lead to dependence on experts who impede the services provided to the people.

### **c. Budget Factor**

Support and commitment of central and local government of Kupang City in supporting the implementation of electronic government is a key factor. The availability and consistency of this budget is a great support for developing the already implemented electronic government. Therefore, government support occupies a very important role if government support is not provided then certainly electronic government will not run smoothly. Limitations of funding in the implementation of electronic government can affect the still low quality of the implementation of technology-based public services. The main challenge for the government is being able to provide cheap and quality technology access services, so that in this condition the government must always have a strategy in building an extensive electronic government network, although funding is limited. Although the use of information technology does not have to be analogous to high funding needs but in planning needs in the budget tend to be limited.

Public services can run well and smoothly, if supported by adequate facilities and infrastructure supported by electronic devices, but the obstacle is that if there are technical problems in the long term and do not have technical personnel, will disrupt the service to the people. This condition is often experienced by regional apparatus organizations in contact with public services that use the application system. Even not only the resource problem is faced by Kupang City Local Organization, but also the intervention from the Central Government for the management of the Kupang City Population and Civil Registration Agency. The problem facing the institution is that its operational financing partially funded by the State Budget/APBN, then when the electronic device is damaged, it will wait for technical personnel from the central to improve its computer system that is directly connected to the central, as well as the provision of form for population documents, it should be imported from the central.

This shows that there is regional dependency on the central government, especially in the special service of population documents. In addition, because there are activities of this institution that should not be funded by the Regional Budget/APBD, so it often leads to slack in the process of public services. Empirical condition is complained by the bureaucracy of the government of Kupang City, especially in the organization of this regional

device that resigned to this situation which is not in accordance with the spirit of regional autonomy.

Observations result on research sites indicate that from the infrastructure and facilities aspects such as buildings, toilets, parking lots and so on are not sufficient, due to budget constraints owned by the Kupang city government, which also impedes public services and shows the atmosphere is less comfortable because many people who queuing for service. In another aspect it is seen that due to frequent damage of application to 3 weeks during this research, this caused no documents processed because of the dependency on the central government is so high. The Organization of the Region is an institution whose portion of operational funds is allocated by the State Budget (APBN), which is much smaller compared to the support of funds from the Kupang Municipal Budgets, so that if there is damage it must wait for the cost or technical personnel from the central. Dualism of public service management is very felt by the community as a service user. The facts of this study indicate that public services based on information technology have not been running effectively and smoothly.

#### **d. Constraints and community complaints mechanisms**

Public dissatisfaction with the services received may report directly or through a complaint to the Kupang Municipal Government. The results of observation indicate that the service complaints have been socialized to the public but still limited in the form of banners installed at the sub-district and village offices. This form of socialization still has weaknesses because it is only limited to certain people who because they are taking care of the letter or other documents so that they can see and read it while for other people who never or rarely come to government agencies do not know how the procedure complaints dissatisfaction public service.

This is supported by a commitment from the Mayor of Kupang that any complained matter should be followed up by its procedures:

- a. Each incoming complaint is then sent to the regional apparatus organization (OPD), forwarded to the mayor then to the units for follow-up.
- b. Communities who do not use IT usually complain directly to the Mayor when there are job visits to urban villages and are usually accompanied also by regional apparatus organizations so that complaints/problems raised by the community can be followed up by the regional organization (OPD).

The non-licensing public service complaint mechanisms are slightly different from the licensing service in which the licensing institution is authorized to manage the licensing documents to the public complaints. The result of observation and document review at Integrated Investment Service and Service Offices of Kupang City is related to public complaints where the organization of this regional apparatus is preparing a suggestion box as a means of complaint to the bureaucracy of licensing service, but the solution to public complaints is less well known to the public due to the process of solving complaints that exist only through internal meetings of the agency to further make improvements. The incoming complaints are in the form of letters in 2013 as much 250 complaints, and which received solutions are 41 complaints.

If viewed from the performance of bureaucracy in the settlement of complaints in the last three years are only about 16 percent. Although these conditions occur in the reform era, the fulfillment of the demands of service users by the bureaucratic apparatus is the lowest. In fact, in total as many as 250 cases. There was a lack of concrete response from the bureaucracy. This further indicates that reform expectations will be able to meet the demands of society, especially related to improve the quality of public services from the bureaucracy is still far from reality.

A community of service users who does not submit a verbal complaint directly to the bureaucratic apparatus for the services it receives to has various considerations underlying it. The most common reason is ignorance of the complaint procedure that must be taken. Another reason is because of the attitude of uncertainty that the complaints they are doing will be responded apparatus well. The community of service users feels that the grievance effort will not be effective in solving the problems faced.

Grievance and complaints mechanisms of the community already have rules to provide information on the grievance mechanism conducted by the community, especially the community using the permit service so that the Kupang City Public Service Office prepares an information counter and a public complaint and a suggestion/complaint box that has the function of receiving reports on the existence complaints both verbally, in writing and in the media, but have not been very effective and provide satisfaction to the public for the demands of the quality of public services, which in the public view that the placement of a suggestion box at the Kupang City Integrated Investment Service and Licensing Service, merely fulfills a requirement like a public organizations that have rules of the game, but whether they work to accommodate complaints and solve them are still a problem. Therefore a good bureaucracy requires a clear system and administrative procedures and the ability to make improvements in case of error.

Based on the results of interviews and observations made by researchers that the constraints in the implementation of electronic government is the limited operators and public knowledge about public service websites is still lacking, so e-services have not run optimally. From the public understanding of ICT is still considered low, so it is difficult to expect public participation in accessing the website. This empirical fact when

examined is actually caused by the lack of socialization from the party who has the authority in providing education to the apparatus and the community and the implementation of socialization that is still less intense. The socialization intended is a socialization that specifically introduces and provides specific education to discuss the use of electronic government in support of public services, given that electronic government applied has reached the stage of the transaction.

The continued implementation of e-government in Kupang City Government requires the commitment of all relevant elements. However, in reality it requires improvements in order to improve the quality of public services both licensing and non-licensing services that need to consider factors that can support and inhibit as an effort to find solutions in order to realize the quality of public services.

### **E. Conclusion**

Based on the results of analysis and discussion presented in the previous section, the researcher can draw some conclusions as presented below:

That E-government in supporting public services in Kupang City is implemented without considering the preparedness of apparatus and community resources comprehensively and only implemented with the lack of socialization continuously will have negative implication to the quality of public service. The e-government implemented in Kupang City has not yet answered public needs and concerns related to public licensing services, and non-licensing, and has not provided adequate results.

In the aspect of policy and placement of human resources, Kupang City Regional Organization (OPK) especially in Data Processing and Information Section who served as overall executor is not adapted to education owned, only in the field of computer they can understand and master but still position themselves as the core worker, so without them ICT can't work effectively, resulting in dependency. For Conselor Operator itself there is an imbalance considering its duties that concurrently serve not only the community but also the interests of the bureaucracy. It shows the lack of human resource preparation in the implementation of e-government.

In the field of infrastructure is very supportive for Data Processing and Information Section in carrying out its duties and functions. It can be seen from the facilities and infrastructure available in it has not been adequate. In the support phase of the Kupang City Government, it is generally good enough to be supported by the provision of funds for the Kupang City Regional Organization (OPK). However, the support of the central government specifically for the implementation and development of electronic government itself such as in the Office of Population and Civil Registration of Kupang City is still minimal and the pattern of promotion and staff mutation is still through the approval of the Central Government in this case the Ministry of Home Affair.

The constraints faced in applying e-government in the Local Agency Organization (LAO) of Kupang City is the lack of intensive socialization of e-government in particular to make the attitude of people who are still apathetic and not open to the openness of changes in information and communication technology.

Therefore, research recommendations related to e-government in supporting public services is really paying attention to the mindset of bureaucracy, competence in line with tasks and staff development strategies. It needs to understand the apparatus through training and comparative studies in some areas that are considered to have progress and experience. Patterns of mutation and promotion of office must be based on the right man in the right place. Related to sources of funds/budgeting in order to increase the allocation to support licensing services in and non-licensing. Then it needs to be supported by the commitment of various elements of both Kupang City Government Bureaucracy and its people towards the implementation of e-government in public service as novelty in this research.

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