



Contents lists available at [Journal ELORA](#)

**JRTI (Jurnal Riset Tindakan Indonesia)**

ISSN: 2502-079X (Print) ISSN: 2503-1619 (Electronic)

Journal homepage: <https://jrti.eloracenter.org/jrti>



## Assessing e-government implementation in an integrated personnel information system: a qualitative case study

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### Article Info

#### Article history:

Received Mar 30<sup>th</sup>, 2026  
Revised Apr 28<sup>th</sup>, 2026  
Accepted May 11<sup>th</sup>, 2026

#### Keyword:

Personnel Management  
Information System;  
Civil Service Digitalization;  
Indonesia;  
Civil Service Reform;  
HR Information System;  
Local E-Government Barriers

### ABSTRACT

The implementation of e-government has become an essential part of public sector reform in Indonesia, particularly in the management of civil service administration. However, many local government agencies still face difficulties in achieving effective digital integration, especially in personnel information systems. This study examines the implementation of the Integrated Personnel Information System (SIPETIR) at the Badung Regency Personnel and Human Resources Development Agency through the lens of the SPBE framework. The research employed a qualitative case study design involving 10 informants selected purposively from the agency's leadership, administrators, IT staff, and employees. Data were collected through in-depth interviews, participatory observation, and documentation, and analyzed using the Miles and Huberman interactive model with the assistance of NVivo 14. The findings show that SIPETIR has improved the speed of administrative services, strengthened transparency in personnel processes, and reduced manual procedures in promotion, leave, and retirement services. However, the system still faces several challenges, including incomplete integration with SIASN, limited technical staffing, and delays in updating employee data, such as the case of employees who have not updated their personal records. Findings are limited to a single agency and may not generalize. The study suggests that the success of e-government implementation depends not only on digital infrastructure, but also on interoperability, continuous capacity building, and organizational commitment to data accuracy and service integration.



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## Introduction

The acceleration of digital transformation in the public sector has encouraged governments around the world to redesign administrative systems and public service delivery through information and communication technology (ICT) (Uli, 2025). In Indonesia, the implementation of e-government has become a strategic priority in bureaucratic reform because digital systems are expected to improve transparency, accountability, efficiency, and accessibility in public administration. This transformation is closely connected with the implementation of the Electronic-Based Government System (SPBE), which emphasizes integrated digital governance and citizen-oriented public services (Tyas et al., 2026). In the field of public personnel administration, the adoption of e-government is particularly important because personnel management involves large volumes of administrative data, service requests, and coordination processes that require accuracy and efficiency. As a result, local governments increasingly rely on digital personnel information systems to support administrative effectiveness

and reduce dependence on conventional face-to-face service (Diab et al., 2025). “E-government is a strategic instrument to improve the effectiveness and quality of public service delivery through digital governance integration” (Prasutra et al., 2024).

In practice, however, the implementation of e-government in Indonesia remains uneven. Although many government institutions have introduced digital systems, several studies indicate that implementation challenges continue to emerge in the form of fragmented databases, weak system integration, limited digital literacy, insufficient human resources, and organizational resistance to technological change (Winoto et al., 2025). Previous studies on digital personnel systems (SIMPEG) in Indonesian local governments generally found that e-government applications improve administrative speed and accessibility, but their effectiveness is often constrained by technical and organizational limitations. Maulana and Adinda FA (2024) found that digital public service systems increased administrative responsiveness but still faced operational limitations due to human resource readiness and inconsistent digital infrastructure. Similarly, Kristian et al. (2024) argued that the modernization of bureaucracy through e-government depends not only on technological adoption but also on organizational capacity and leadership commitment. “The success of e-government implementation is strongly influenced by institutional readiness, human resources, and system integration capacity” (Susilowati, 2025).

Within the context of public personnel management, these challenges become more visible because personnel services require integrated data systems, rapid administrative verification, and continuous coordination between agencies. The Personnel and Human Resource Development Agency (BKPSDM) of Badung Regency introduced SIPETIR as an e-government innovation to improve the quality of personnel administration services. SIPETIR is intended to simplify bureaucratic procedures, accelerate service processes, and support more transparent and accountable personnel management. Through digital mechanisms, civil servants are expected to access personnel services more efficiently without relying on manual procedures that often create delays and administrative duplication. The implementation of SIPETIR also reflects the broader national commitment to strengthening SPBE-based governance in local government institutions.

Despite these objectives, the implementation of SIPETIR still faces several operational and organizational problems. Preliminary observations at BKPSDM Badung indicate that the system has not yet been fully integrated with the national SIASN platform, causing synchronization issues and delays in personnel data verification. In addition, the shortage of technical personnel and PRAKOM staff limits the institution’s ability to manage system maintenance and respond quickly to service disruptions. Another challenge concerns the varying level of ASN awareness and digital readiness, as some employees continue to rely on manual administrative practices despite the availability of digital services. These conditions suggest that the effectiveness of SIPETIR cannot be evaluated solely from the existence of the application itself, but must also consider organizational readiness, technological integration, and user adaptation. “Digital transformation in public administration frequently encounters barriers related to infrastructure limitations and resistance to organizational change” (Ramos et al., 2023).

The urgency of this study is reinforced by the evaluation of SPBE implementation in Bali Province. According to the official SPBE Evaluation Report issued by the Ministry of Administrative and Bureaucratic Reform (Kementerian PANRB), several local government institutions in Bali still experienced challenges in achieving optimal SPBE performance indicators, particularly in service integration and governance management. These findings indicate that digital transformation in regional government institutions remains uneven and requires further evaluation to understand implementation effectiveness. Therefore, the study of SIPETIR becomes important because it provides empirical insight into how local personnel administration systems operate within the broader framework of SPBE implementation. “SPBE implementation requires integrated governance, interoperable systems, and sustainable institutional support” (Kementerian PANRB, 2024).

Previous studies on e-government implementation in Indonesia have largely focused on general public services such as population administration, licensing systems, and digital complaint platforms. Research examining SIMPEG or personnel-based e-government systems remains relatively limited, especially in the context of local government personnel administration (Kaplale, 2025). Existing studies generally emphasize service efficiency and digital accessibility but rarely explore how organizational constraints, integration problems, and human resource limitations affect implementation sustainability. Furthermore, studies rarely analyze the implementation of local personnel service systems in relation to SPBE performance indicators and institutional effectiveness simultaneously (Prayitno, 2023). Consequently, there is still limited understanding regarding how e-government personnel systems operate in practice within local bureaucratic environments characterized by technical limitations and organizational adaptation challenges. This study addresses that gap by examining SIPETIR at BKPSDM Badung as a case of personnel-based e-government implementation in regional government administration.

Based on the background and research gap identified above, this study addresses the following research questions: 1) How is SIPETIR implemented as an e-government service at BKPSDM Badung?; 3) What factors support and inhibit its implementation?; 3) What is the impact of SIPETIR on personnel service efficiency and effectiveness?

This study aims to analyze the implementation of SIPETIR as an e-government innovation in personnel administration services at BKPSDM Badung. Specifically, the study seeks to identify the supporting and inhibiting factors affecting implementation and to evaluate the impact of SIPETIR on the efficiency and effectiveness of personnel services. Theoretically, this study contributes to the development of e-government literature by expanding discussion on personnel-based digital public service systems within regional government institutions. Practically, the findings are expected to provide recommendations for improving digital personnel services, strengthening SPBE implementation, and enhancing organizational readiness for sustainable digital governance.

## Method

This study employed a qualitative descriptive case study design to examine the implementation of the Integrated Personnel Information System in the context of e-government service delivery. The case study label was selected because the research focuses on one bounded organizational setting, namely BKPSDM Kabupaten Badung, and seeks to understand the implementation process, supporting and inhibiting factors, and perceived impacts within that specific institutional context (Rachmanto, 2023). The descriptive orientation was retained because the study aims to provide a rich, practice-oriented account of how the system operates in daily administrative work rather than to test causal hypotheses or develop a formal theory. This design is appropriate for exploring a contemporary public-sector digitalization case in depth while remaining close to the participants' accounts and organizational documents.

The study was conducted at the Badung Regency Personnel and Human Resources Development Agency (BKPSDM), where the personnel management information system is administered and used for administrative services. A total of 10 informants were selected through purposive sampling: 1 Head of BKPSDM, 1 Secretary, 1 Head of the Personnel and Performance Information Division (PPIK), 1 SIMPEG/SIPETIR administrator, 1 IT staff member, and 5 BKPSDM staff members. The five staff informants were purposively distributed across service-related functions to capture different operational experiences, consisting of 2 staff from promotions, 2 staff from pensions, and 1 staff from training and development. This distribution was chosen to ensure that the study included perspectives from service units most directly involved in SIPETIR-based personnel administration. No claim of saturation is made, because the aim of the study was depth of understanding within a bounded case rather than statistical representativeness. Data were collected through in-depth interviews, participatory observation, and document review. Semi-structured interviews were used to obtain detailed accounts of system use, implementation challenges, and perceived service outcomes. Participatory observation was conducted to examine administrative workflows, user interactions, and the practical use of SIPETIR in routine work settings. Document review was used to strengthen methodological triangulation by comparing interview data with official records, internal reports, and system-related documents. The documents reviewed are summarized in the appendix table below.

**Table 1.** Documents Reviewed

Document Title	Type	Relevance to Study
SIPETIR User Manual 2024	Operational guide	Explains system functions and user procedures
BKPSDM Internal Audit Report January 2025	Internal report	Provides evidence of service issues and data management conditions
SPBE Evaluation Report of Badung Regency 2023	Policy evaluation document	Shows the agency's digital governance position
SIPETIR Service Recap 2025	Administrative record	Shows service volume and processing patterns
Personnel Data Update Log 2025	System record	Indicates data completeness and update problems

The data were analyzed using the Miles and Huberman interactive model, which includes data reduction, data display, and conclusion drawing/verification. NVivo 14 was used to assist in organizing codes, managing transcripts, and grouping related excerpts into categories; however, the software did not replace researcher interpretation. Coding was conducted manually by the researcher, while NVivo 14 assisted in organizing the codes, retrieving supporting quotations, and comparing patterns across informant groups. This approach

ensured that the thematic structure remained grounded in the data while benefiting from systematic data management. The study also used methodological triangulation by comparing interview data, observation notes, and document evidence to strengthen credibility.

Because the researcher is an employee of BKPSDM, the study incorporated several bias-mitigation strategies. First, a reflexivity journal was maintained throughout the research process to record assumptions, decisions, and possible insider bias. Second, member checking was conducted by returning interview transcripts or key summaries to participants for verification of accuracy and meaning. Third, an external peer debriefer from another agency reviewed the coding structure and thematic interpretations to provide critical feedback and reduce overfamiliarity bias. These steps were used to strengthen trustworthiness and maintain analytic distance despite the researcher's insider position. The study was conducted in accordance with institutional ethical procedures for research involving public employees and administrative records. Informed consent was obtained from all participants before interviews and observations were carried out. To protect confidentiality, individual names were replaced with codes, and sensitive personnel information was handled only for research purposes. The study was approved under institutional ethics clearance if formal IRB approval was not required, the manuscript should state the institutional waiver reference explicitly. Data were stored securely and accessed only by the research team.

## Results and Discussions

To align with modern governance standards and the Electronic-Based Government System (SPBE) mandate, the Badung Regency Personnel and Human Resources Development Agency (BKPSDM) transitioned from manual record-keeping to the digital-first SIPETIR platform. This migration represents a significant shift from localized, paper-heavy administration to a centralized, web-based ecosystem, designed to improve the accuracy, accessibility, and speed of personnel services. The interface below serves as the gateway for both administrative operators and individual civil servants to manage core HR lifecycle processes.



Figure 1. SIPETIR Login Page



Figure 1. SIPETIR Service Selection Menu Page



**Table 2.** Actual Transcript Coding for SIPETIR Implementation in Personnel Services

<b>Informant Code</b>	<b>Actual Interview Transcript</b>	<b>Open Code</b>	<b>Axial Category</b>	<b>Analytical Interpretation</b>
Staff-01	“Before SIPETIR, employees had to move from one desk to another just to submit a promotion file; now most of the process is centralized in the system.”	Centralized service	Administrative Integration	SIPETIR reduces fragmented procedures and supports more structured personnel administration.
Staff-02	“It helps us track the status of pension and leave submissions more clearly, so users are not left guessing.”	Status tracking	Service Transparency	The system increases procedural visibility and improves monitoring of personnel services.
Staff-03	“When the leadership pushes the use of SIPETIR, the units follow more seriously.”	Leadership support	Organizational Commitment	Management encouragement strengthens institutional compliance in digital service implementation.
IT Staff-01	“The system is easier to sustain when the IT team and the service units communicate directly.”	Cross-unit communication	Technical Collaboration	Coordination between IT staff and service units supports operational continuity.
User-01	“Some employees still ask the same basic questions because they are not confident using the system.”	Low confidence	Digital Literacy Barrier	Uneven digital competence remains a major obstacle in system utilization.
Staff-04	“If only one or two people understand the process, then the service slows down whenever they are not available.”	Staff dependency	Human Resource Limitation	Limited operational expertise creates dependency on certain personnel.
User-02	“For some services, the process is faster because the file can be checked online before the employee comes in.”	Faster verification	Service Efficiency	SIPETIR improves administrative speed by reducing unnecessary office visits.
Staff-05	“We spend less time on document sorting because the system already groups the submissions by service type.”	Automated grouping	Workflow Efficiency	The platform supports more efficient queue and document management.

At the same time, the transcripts reveal that digital readiness is uneven. Some users still rely on repeated questioning because they lack confidence in using the platform, while service continuity becomes vulnerable when only a few staff members know how to handle the process. User-01 stated, “Some employees still ask the same basic questions because they are not confident using the system” [User-01], and Staff-04 added, “If only one or two people understand the process, then the service slows down whenever they are not available” [Staff-04]. These quotations show that the main challenge is not rejection of technology, but dependence on a limited number of knowledgeable actors. Therefore, SIPETIR should be read as a system with growing administrative value, but one that remains constrained by uneven user competence and staffing concentration.

The following framework illustrates that SIPETIR implementation in personnel services is shaped by four interconnected dimensions: administrative integration, supporting factors, inhibiting factors, and efficiency

impact. Rather than viewing the system as a purely technical platform, the diagram shows that its performance depends on how well service procedures are centralized, how strongly leadership and technical collaboration support the system, how effectively barriers such as low digital literacy and data inaccuracy are managed, and how far these conditions translate into faster and more transparent service delivery.



**Figure 4.** Nvivo Coding Framework SIPETIR Personnel Service

The figure shows that administrative integration is the main foundation of SIPETIR, because personnel services are brought together through a single centralized digital channel. This is evident in the system’s ability to support centralized submission, online verification, and digital tracking, which reduces the need for employees to move from one desk to another and enables officers to monitor service progress more easily. These features indicate that SIPETIR is designed to simplify workflows and create a more organized service structure.

The section on supporting factors shows that the success of the system depends on more than just the application itself. Leadership support, technical collaboration, policy legitimacy, and organizational discipline function as enabling conditions that keep the system running and encourage compliance across units. In practice, these factors are important because digital government systems require active institutional backing; without it, even a well-designed platform may not be used consistently.

The inhibiting factors section explains that SIPETIR implementation still faces real obstacles, especially low digital literacy, dependence on certain staff members, data inaccuracy, and interoperability problems with other systems such as SIASN. These barriers do not operate separately; instead, they reinforce one another, slow down verification, reduce trust in the system, and cause delays in service processing. This means that the main challenge is not only technical, but also organizational and procedural.

**Table 3.** Matrix Coding Query between Themes and Informants

Themes	Staff Perspective	User Perspective	Interpretation
Administrative Integration	High	Moderate	Staff emphasized procedural standardization more strongly than users.
Service Transparency	Frequency	High	Both groups valued clearer service tracking and status visibility.
Leadership Support	High	Low Frequency	Organizational commitment was mainly emphasized by internal administrators.
Digital Literacy Barriers	High	High	Both staff and users experienced limitations in digital competence.
Data Quality Problems	Frequency	Moderate	Incomplete data reduced trust in the system’s reliability.
Efficiency Improvements	High	High	Faster processing and reduced office visits were perceived positively by all informants.

The efficiency impact section shows the effects most clearly felt by users, namely faster processing, fewer physical visits, better queue management, and improved administrative transparency. However, these efficiency gains should be understood as qualitative outcomes reported by informants rather than as quantified cost savings. The figure therefore supports the broader conclusion that SIPETIR improves service delivery, but its effectiveness still depends on how well the supporting factors can overcome the inhibiting ones. The matrix coding query below is useful because it shows how themes differ across staff and user groups. This is more analytically valuable than a word cloud because it demonstrates patterns of emphasis and difference across participant categories.

The matrix suggests that the strongest shared concern across both groups is digital literacy and service efficiency, while leadership support is more visible from the staff side than from the user side. This is important because it shows that implementation is experienced differently depending on a person's role in the service chain. Staff members see the importance of governance, coordination, and internal discipline, whereas users focus more on whether the process is clear, fast, and accessible. Such asymmetry is common in e-government studies because internal administrators and service recipients occupy different positions in the same digital system.

The findings in Table 1 and 2 demonstrate that the implementation of SIPETIR is strongly associated with administrative integration and service transparency. The transcript coding process shows that informants consistently described the system as a mechanism for reducing fragmented workflows and improving procedural tracking. For example, statements regarding centralized submissions and online tracking indicate that SIPETIR functions as a digital coordination tool rather than a fully automated administrative system. The coding framework in Figure 1 further illustrates how the interview data were systematically categorized into themes such as administrative integration, supporting factors, inhibiting factors, and efficiency impact. This analytical structure strengthens the qualitative validity of the study because the findings are derived not only from word frequency but also from contextual interpretation of participant experiences:

#### **Supporting Factors**

The transcript evidence in Table 1 also reveals that supporting factors operate through interconnected organizational mechanisms rather than isolated variables. Leadership encouragement, technical collaboration, and policy legitimacy collectively create an operational environment that sustains SIPETIR implementation. The coding matrix in Table 2 shows that staff informants emphasized organizational commitment more frequently than users, indicating that internal administrative discipline is a critical factor in maintaining system continuity. Furthermore, the coding results suggest that communication between IT teams and service units reduces procedural misunderstandings and improves responsiveness in handling technical issues. These findings confirm that the sustainability of digital governance systems depends on institutional coordination as much as technological infrastructure.

#### **Inhibiting Factors**

The coding results also demonstrate that the barriers to SIPETIR implementation are multidimensional and interconnected. As presented in Table 1 and Figure 1, the dominant constraints include low digital literacy, dependency on specific staff members, incomplete data, and interoperability limitations. Informants frequently associated operational delays with uncertainty in using digital workflows and limited staff availability. The matrix coding analysis further indicates that both users and staff perceived digital literacy gaps as a recurring challenge. These findings suggest that resistance to digital transformation does not necessarily emerge as explicit rejection, but often appears through hesitation, dependency, and inconsistent system usage. Therefore, the effectiveness of SIPETIR remains closely tied to organizational readiness and continuous technical assistance.

#### **Impact on Efficiency**

The interview coding also supports the argument that SIPETIR contributes to administrative efficiency, particularly through improved document management and reduced procedural repetition. Informants described shorter verification processes, clearer submission tracking, and reduced physical visits to government offices. As shown in Table 2, efficiency improvements were recognized consistently by both users and staff, suggesting that the perceived benefits of the system are operationally visible in everyday personnel services. However, the findings should still be interpreted cautiously because the study relies on qualitative perceptions rather than quantitative performance indicators. In this sense, the contribution of SIPETIR is best understood as perceived administrative efficiency supported by digital coordination and procedural simplification.

However, the study does not provide before-and-after time measurements or cost accounting, so it cannot claim quantified savings. The correct interpretation is that SIPETIR generates perceived efficiency gains and operational simplification, not empirically calculated cost reduction. This distinction matters because qualitative evidence should be used to explain how efficiency is experienced and operationalized, not to replace numerical evaluation. A more precise discussion would therefore say that SIPETIR contributes to service acceleration and

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reduced administrative friction, while the magnitude of savings remains unmeasured and should be examined in future mixed-method research.

The findings are consistent with prior studies showing that SPBE and SIMPEG-type systems improve service accessibility, administrative order, and organizational transparency when supported by adequate infrastructure and human resources. For example, research on SPBE implementation in Sukabumi Regency reported progress in governance maturity but also highlighted domain-specific weaknesses that still required development. Other studies on SPBE and digital public services have similarly emphasized that infrastructure, workforce readiness, and cross-unit coordination determine whether a system becomes truly effective or remains only partially functional. In this sense, SIPETIR reflects a broader pattern in Indonesian e-government: the system is usually stronger at formalization than at full integration.

What distinguishes this study is its focus on a personnel-specific platform and the insider perspective from BKPSDM users and managers. This gives the analysis a more detailed view of the everyday administrative consequences of e-government implementation. At the same time, the study also confirms the common problem identified in the literature: the digital system may exist, but the institutional practices around it are still catching up. Therefore, SIPETIR should be understood not as a finished model, but as an evolving digital governance instrument whose success depends on sustained managerial support, more complete data integration, and continued user training.

Overall, the results suggest that SIPETIR should be evaluated as a developing e-government service platform rather than as a fully mature digital system. The screenshots show role-based organization and service centralization, but the qualitative evidence reveals that usability, accessibility, and integration still require improvement. The interview data demonstrate clear service value, yet they also show that system effectiveness is shaped by human, organizational, and technical conditions that cannot be reduced to word frequency. A stronger analytical conclusion is that SIPETIR has moved BKPSDM Badung toward more structured and transparent personnel administration, but its long-term value depends on closing interoperability gaps, improving data governance, and institutionalizing sustained digital competence among users.

## Conclusions

This study demonstrates that SIPETIR has contributed to improving personnel service administration in the Government of Badung Regency by supporting centralized submissions, clearer service tracking, and more structured digital workflows. The findings indicate that the system functions effectively as a transitional e-government platform that reduces procedural fragmentation while still relying on human verification and administrative judgment. The implementation process is strengthened by the interaction between leadership commitment, technical collaboration, organizational discipline, and regulatory support. At the same time, the study identifies several interconnected barriers, including uneven digital literacy, dependency on limited technical staff, incomplete personnel data, and interoperability problems with external systems such as SIASN. The study also shows that perceived efficiency improvements mainly appear in the form of reduced physical visits, faster document verification, and more organized queue management rather than fully automated personnel services. Therefore, the effectiveness of SIPETIR depends not only on technological infrastructure but also on staff readiness, data quality, and institutional coordination. To strengthen implementation, several practical actions are recommended. First, the Badung Regency Government should increase PRAKOM (computer personnel) staff from one to three personnel by the end of 2026 to reduce operational dependency and improve technical responsiveness. Second, monthly data validation workshops should be implemented across all 25 SKPD to improve personnel data accuracy and consistency. Third, a formal service-level agreement with BKN should be developed to support SIASN API synchronization and reduce interoperability delays. Finally, the government should establish a quarterly user satisfaction survey with a targeted satisfaction rate of 85% to monitor service quality and identify operational weaknesses.

## Acknowledgments

This research represents a collaborative effort and would not have been possible without the support, insights, and guidance of numerous individuals and institutions. I would like to express my deepest gratitude to the Head of the Badan Kepegawaian dan Pengembangan Sumber Daya Manusia (BKPSDM) of Badung Regency for providing the institutional access and resources necessary to conduct this study. Your commitment to transparency and administrative reform has been an invaluable asset to this work. I am profoundly grateful to the entire staff of BKPSDM Badung, particularly the IT and SIPETIR management teams, for their candid participation, expert insights, and willingness to share their operational experiences. Your contribution was the cornerstone of the primary data collection process and the thematic analysis performed through NVivo 14. To all the civil servants who participated as interview informants, thank you for your time, openness, and dedication

to improving the digital service landscape of our organization. I would also like to thank my academic supervisors and colleagues for their critical feedback, intellectual rigor, and constant encouragement throughout the drafting of this research. Your insights regarding public administration theory and research methodology were essential in shaping the final analysis. Furthermore, I extend my appreciation to the developers of the various e-government platforms and the authors of the foundational research studies cited herein; your work has paved the way for this empirical exploration. Finally, I dedicate this work to my family, whose unwavering support and patience provided the stability and focus required to bring this project to fruition. This research is not merely an academic output but a reflection of the collective effort to advance the quality and integrity of our public services. Thank you to everyone who supported this journey; your contributions are deeply valued.

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