

Implementation of Serang Mayor Regulation Number 36 of 2018 About Guidelines for Utilizing Information and Communication Technology in Local Government Administration Through the RAGEM Application at the Serang City Communication and Informatics Office

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ABSTRACT

This research is motivated by the less-than-optimal implementation of Serang Mayor Regulation Number 36 of 2018 concerning Guidelines for the Utilization of Information and Communication Technology in the Administration of Local Government through the RAGEM application at the Serang City Communication and Informatics Office. The problems faced include limited information transparency, low public participation, suboptimal responsiveness and coordination among Regional Apparatus Organizations (OPD), as well as technical obstacles and resource limitations that affect the effectiveness of digital-based public services.

This study aims to analyze the implementation of that policy, community participation, responsiveness and coordination between OPDs, as well as the challenges faced in managing the RAGEM application.

The research used a qualitative method with a case study approach. Data was collected through observation, interviews, and documentation, and then analyzed using George C. Edward III's policy implementation theory, which includes communication, resources, disposition, and bureaucratic structure.

The research results show that the implementation of the RAGEM application has generally been going quite well. Aspects like communication, resources, disposition, and bureaucratic structure have supported policy implementation, but it's not yet optimal because public outreach is still limited, human resources and infrastructure capacity are inadequate, complaint response is still low, and coordination and bureaucratic flow between departments still need improvement.

Even so, the RAGEM app has been contributing to supporting digital-based public services and complaints in Serang City. Therefore, it is necessary to strengthen socialization, improve human resource capacity, develop information technology infrastructure, and optimize coordination between OPDs to enhance the quality of public services that are effective, responsive, transparent, and accountable.

Keywords: policy implementation, RAGEM application, digital-based public services, information and communication technology, Serang city.

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INTRODUCTION

The development of information and communication technology in the digital era has brought major changes to many aspects of life, including government and public services. This shift has pushed governments to move their service systems from traditional methods toward digital services, expected to be fast, effective, efficient, transparent, and easily accessible to the public. The implementation of regional government in Indonesia is regulated under Law Number 23 of 2014 concerning Regional Government, which grants local governments the authority to manage government affairs based on

the principle of regional autonomy, including innovation through the utilization of information and communication technology to enhance the effectiveness of public services and regional governance.

Public service is essentially an obligation of the government to the community, as regulated under Law Number 25 of 2009 concerning Public Services. In practice, however, public services in Indonesia still face various problems, such as lengthy processing times, convoluted bureaucratic procedures, a lack of information transparency, and limited opportunities for the public to submit complaints and aspirations. These conditions often leave the public dissatisfied with government services. The use of information and communication technology in administration has therefore developed through the concept of "Electronic Government" (e-government), which encourages governments to use information technology in administrative processes and public services as part of efforts to achieve "*Smart Governance*."

In Serang City, this policy direction is embodied in Serang Mayor Regulation Number 36 of 2018 concerning Guidelines for the Utilization of Information and Communication Technology in Regional Government Administration, implemented through the RAGEM application (Serang Kota Gampang Akses Layanan Masyarakat) managed by the Communication and Informatics Office (DISKOMINFO) of Serang City. RAGEM is intended to make it easier for the public to submit aspirations, reports, and complaints to the regional government quickly and practically, while also serving as a communication channel between the government and the community. Nevertheless, implementation still faces several problems, including the policy not yet running optimally through the RAGEM application, low public understanding and participation in using the application, suboptimal responsiveness and coordination among Regional Apparatus Organizations (OPD) in following up on public reports, and remaining technical constraints and resource limitations in managing the application.

If the implementation of the RAGEM application does not run optimally, the government's goal of improving the quality of digital-based public services will be difficult to achieve. This study is therefore important to identify the various constraints in policy implementation and to provide recommendations for improving the effectiveness of digital public services in Serang City, in order to obtain a comprehensive picture of how the policy on the utilization of information technology in regional government is being carried out.

This study uses the policy implementation theory proposed by George C. Edward III, which explains that the success of policy implementation is strongly influenced by four main indicators: communication, resources, disposition, and bureaucratic structure. These four indicators are interrelated and jointly determine whether a policy can run according to its intended objectives or instead encounter obstacles in its implementation. Based on the background above, this study aims to determine: (1) the implementation of Serang Mayor Regulation Number 36 of 2018 through the RAGEM application in digital-based public service at DISKOMINFO Serang City; (2) community participation as well as the responsiveness and coordination among Regional Apparatus Organizations (OPD) in the use and management of the RAGEM application as a medium for public service and complaints; and (3) the technical constraints and resource limitations faced in implementing the RAGEM application at DISKOMINFO Serang City.

METHOD

Study participants

This study involved seven informants selected using purposive sampling, consisting of a First Expert Computer System Officer of DISKOMINFO Serang City, a RABEG administrator from the E-Government Division of DISKOMINFO Serang City, a complaint-service staff member from the E-Government Division, a RABEG administrator from the Public Works and Spatial Planning Office of Serang City, an academic, a journalist, and members of the public who had used the RAGEM application. These seven informants represented the policy implementers, related stakeholders, and the target group of the policy.

Study organization

The study was conducted at the Communication and Informatics Office (DISKOMINFO) of Serang City over approximately three months, from 10 April to June 2026. This location was selected because DISKOMINFO Serang City is the agency responsible for managing and developing the RAGEM application as a form of information and communication technology utilization in regional government administration. This study used a qualitative method with a descriptive type and a case study approach. Data were collected through three techniques: direct observation of the management of the RAGEM application, semi-structured interviews with all informants, and documentation of official records, complaint-handling reports, and archives of DISKOMINFO Serang City. Data sources consisted of primary data obtained directly from informants in the field and secondary data in the form of official documents, laws and regulations, and relevant scientific references.

Statistical analysis

As this is a qualitative study, no statistical testing was applied. Data were analyzed using the qualitative data analysis model of Miles and Huberman, comprising data collection, data reduction, data display, and conclusion drawing and verification, with reference to the four indicators of George C. Edward III's policy implementation theory: communication, resources, disposition, and bureaucratic structure. Data validity was strengthened through source triangulation, by comparing information from government officials and members of the public using the application, and method triangulation, by comparing data from interviews, observation, and documentation, in order to obtain a comprehensive and credible picture of policy implementation in the field.

FINDING AND DISCUSSION

Communication

The results show that the communication indicator in the implementation of the RAGEM application has been carried out through socialization to representatives of thirty-two Regional Apparatus Organizations (OPD) and the dissemination of information to the public solely through the Instagram accounts of the Serang City Government and DISKOMINFO. DISKOMINFO also routinely conducts joint evaluations with RABEG operators or administrators from each OPD as an effort to maintain communication and monitor the follow-up of public complaints. However, policy communication has not been fully optimal, since socialization to the public is considered to rely only on social media, leaving many members of the public still unaware of the RAGEM application. From the perspective of Edward III, the communication aspect of RAGEM implementation has fulfilled the elements of transmission, clarity, and consistency toward policy implementers, but the effectiveness of communication to the public still needs to be improved so that the objectives of policy implementation can be achieved more optimally.

Resources

The resource indicator in the implementation of the RAGEM application is not yet fully optimal. In terms of human resources, there remains a limited number of application administrators, causing some programs to be unable to run maximally, although DISKOMINFO continues to optimize available resources through routine evaluation with RABEG administrators from each OPD. At the OPD level, application management is even carried out by only one administrator, although the follow-up of public reports can still generally proceed well. In terms of facilities and infrastructure, implementation still faces constraints such as limited supporting devices and internet network disruptions that hinder access to the application and administrators' responses to public reports. The responsiveness of application managers is also considered to still require improvement for complaint services to become more effective. From the perspective of Edward III, the implementation of the RAGEM application has been supported by available human resources and infrastructure, but improvement is still needed both in the number and capacity of administrators and in the completeness of supporting infrastructure so that policy implementation can run more optimally.

Disposition

The disposition, or attitude of implementers, aspect of RAGEM implementation shows a commitment to following up on public reports through a verification process, disposition to the relevant OPD, and monitoring of report status (pending, in process, and completed). However, the responsiveness of implementers is not yet fully optimal, since administrators only manage accounts during working hours and the completion of reports in the field still requires considerable time. This indicates that although implementers have a commitment to carrying out their duties, the speed and effectiveness of follow-up still need to be improved, consistent with Edward III's view that the disposition or attitude of implementers influences the success of policy implementation.

Bureaucratic Structure

The bureaucratic structure aspect of RAGEM implementation in Serang City generally already has standard operating procedures (SOP) as well as a clear division of tasks, authority, and responsibility, indicating that service delivery has run systematically and been coordinated according to established procedures. Nevertheless, some findings also show that although the bureaucratic structure is in place, constraints remain in inter-OPD coordination and the effectiveness of implementation in the field, causing the follow-up process to be not yet fully optimal. This condition is consistent with Edward III's view that a good bureaucratic structure must be supported by clear SOPs and effective coordination for policy implementation to run optimally.

General Discussion

Overall, the implementation of the RAGEM application as a manifestation of Serang Mayor Regulation Number 36 of 2018 has run reasonably well when viewed from the aspects of communication, resources, disposition, and bureaucratic structure. DISKOMINFO Serang City has carried out socialization to OPDs and the public and has built a clear coordination mechanism for complaint management, supported by human resources, technological infrastructure, periodic evaluation, and technical guidance, while implementers show commitment in receiving, verifying, and forwarding public reports through structured procedures underpinned by SOPs and a clear division of tasks among agencies. However, the effectiveness of implementation still faces several constraints, such as uneven socialization, limited supporting facilities, network disruptions, not-yet-optimal apparatus competence, lengthy follow-up on complaint resolution in the field, and a fairly long bureaucratic coordination flow. These findings are consistent with Edward III's theory that policy implementation success depends on the integration of all four indicators rather than on the mere existence of a policy or the technology used, and reinforce previous research showing that community participation in digital complaint services depends heavily on the intensity of socialization and the ease of use of the application.

CONCLUSIONS

Based on the results of the study, it can be concluded that the implementation of the RAGEM application under Serang Mayor Regulation Number 36 of 2018 at the Communication and Informatics Office of Serang City has generally been carried out, but is not yet fully optimal. In terms of communication, resources, disposition, and bureaucratic structure, DISKOMINFO has carried out socialization, coordination, monitoring, evaluation, and provided a complaint-management mechanism through the RAGEM application, although socialization to the public, the capacity of human resources and infrastructure, and the length of the bureaucratic follow-up flow still constrain the effectiveness of digital public service. In terms of community participation and inter-OPD coordination, RAGEM has become a service and complaint medium that connects the public with the regional government and is generally rated positively for its ease of use, although the level of public participation remains low due to uneven socialization, while inter-OPD coordination has run in accordance with SOPs even though responsiveness in resolving complaints is still affected by the

complexity of issues, field verification, budget limitations, and coordination mechanisms. In terms of technical constraints and resource limitations, these remain factors affecting the success of implementation, including uneven socialization, limited competence and number of human resources, internet network disruptions, limited supporting facilities and infrastructure, and a lengthy bureaucratic process in handling complaints, although DISKOMINFO has made various improvement efforts through periodic evaluation, technical guidance for OPD administrators, strengthened coordination, and the provision of an alternative service through SP4N-LAPOR!. Overall, the success of this policy's implementation will become more optimal if accompanied by broader socialization, stronger administrator capacity, simplified inter-OPD coordination, and continuous monitoring and evaluation.

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