

The Dynamics of Government Policies Over E-Commerce In Indonesia

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Abstract— This paper will discuss the dynamics of government policy in Indonesia towards the development of e-commerce. In this study will analyze how the political dynamics that occur in the Indonesian government, so that this policy experiences many obstacles in implementation and when produces new policy. The political dynamics of this policy will focus on government institutions such as The Coordinating Mionistry of Economic Affaris, The Finance Ministry, The Ministry of Trade, The Ministry of Industry, and The Ministry of Communication and Information as stakeholders of the policy. In this study, will look at the relationship patterns of these stakeholders in collaborating to produce new policies in accordance with the directives of Perpres implementation No. 74 Th. 2017. This study describes what William N. Dunn calls the 'third type of error' by policy stakeholders, So that policy e-commerce in Indonesia has encountered many obstacles and not become a comprehensive policy. In this study will use policy analysis theory by William N. Dunn and use the bureucratic political approach to see the dynamics of political relations in the government in Indonesia.

Keywords— *E-commerce, Public Policy, Bereucratic Politics, Stakeholders, The Third type of Error*

I. INTRODUCTION

E-Commerce in the sense of Onno w. Purbo and Aang arif wahyudi try to describe e-commerce as a broad range of technologies, processes and practices that can conduct business transactions without using paper as a means of transaction mechanism. This can be done in various ways such as via e-mail or can be via World Wide [5].

In general David Baum, quoted by Onno w. Purbo and Aang arif wahyudi explained that: "E-commerce is a dynamic set of technologies, applications, and business process that link enterprieses, consumer and comunnities through electronic transactions and the electronic exchange of goods, services and information" [5]. From this, it can be seen that e-commerce is a new form in the economic market. In this case, a policy is needed which regulates the new order within the scope of political economy. As an explanation expressed by Jonathan D. Aronson, that in this era, rapid technological developments greatly affect market conditions. It also encourages the government to consider the interests of technology-affected markets. The role of political economy will arise if there is a disruption to the balance of market order (Aronson, 2009:

129). Therefore, the policy must also be shifted to meet expectations that protect the interests of the state.

Responding to the phenomenon of a new era of trade and industry which is marked by the presence of e-commerce, it is known that this phenomenon changes the global and domestic market order. Aronson points out that, the presence of disruptive technology such as e-commerce can influence the response of the political economy in demand and supply [1]. Therefore, based on this, a policy from the government is needed to answer the existing problems of the phenomenon.

Currently the regulation or policy governing e-commerce in Indonesia both covers the sale and purchase of online contained in the policy namely Law Number 7 Year 2014 concerning Trade and considers Law Number 19 Year 2016 concerning Amendment Law Number 11 of 2008 concerning Information and Electronic Transaction, both of which are maintained by Presidential Regulation (Perpres) No 74 of 2017 concerning Roadmap of Electronic-Based National Trade System (E-Commerce Road Map) 2017-2019.

In Law No. 7 of 2014 concerning Trade which states through Article 1 paragraph (1): Trade is the order of activities related to transactions of goods and / or services in the country and transcends national borders with the aim of transferring rights to goods and / or services to obtain compensation or compensation then paragraph (23) states: The Trade Information System is an order, procedure and mechanism for the collection, processing, delivery, management and dissemination of integrated Trade data and / or information in supporting trade policies and controls; Furthermore, paragraph (24) states: Trading through an Electronic System is a trade whose transactions are carried out through a series of electronic devices and procedures.

Furthermore, in Law No. 11 of 2008 concerning Information and Electronic Transactions states through CHAPTER I concerning General provisions Article 1 paragraph (2): Electronic Transactions are legal actions carried out using a computer, computer network, and / or other electronic media; then paragraph (5): Electronic Systems are a series of electronic devices and procedures that function to prepare, collect, process, analyze, transmit, and / or disseminate Electronic Information; and paragraph (6): The implementation of an Electronic System is the use

of an Electronic System by the state, Person, Business Entity, and / or society.

However, in the reality that occurred in e-commerce is a market activity that has a process that is different from traditional market activities. Association for Electronic Commerce simply defines e-commerce as an electronic business mechanism. Meanwhile Amir Hartman in his book *Net Ready: The strategy for Success in the e-Conomy* further defines e-commerce as an electronic business mechanism that focuses on individual-based business transactions using the internet as a medium for exchanging goods or services between two institutions (Business to business) and between institutions and direct consumers (Business to Consumer) [6].

From the definition described by Amir Hartman *Net Ready: Strategies for Success in the e-Communication* and refers to the General Provisions of Law No. 11 of 2008 concerning Electronic Information and Transactions, it is known that e-commerce is included in information exchange activities aimed at conducting electronic trading activities. However, in reality the arrangement in e-commerce activities still presents a lot of problems to the community as consumers e-commerce. These problems arise because e-commerce is a form of technological development that changes the flow of trade. From changes in trade flow that use conventional transactions to trading activities that are online and not infrequently encountered problems that arise in it.

To accommodate the problems that occurred in the e-commerce activity in Indonesia the government tried to respond by issuing Presidential Regulation Number 74 of 2017 concerning the Roadmap for Electronic-based National Trade Systems (E-commerce Road Map) 2017-2019. In this Presidential Regulation mandating the maturation of RPP through Electronic System Transactions (TPMSE) as disclosed by the Minister of Communication and Information in a press release titled "Discussing Three Issues, the Government Eliminate RPP TPMSE"

In Presidential Regulation No. 74 of 2017 concerning Roadmap of Electronic-Based National Trading System (E-Commerce Road Map) In 2017-2019 Article 2 paragraph (2) it is known that in this policy includes programs namely: 1. Funding; 2. Taxation; 3. Consumer protection; 4. Education and Human Resources (HR); 5. Communication infrastructure; 6. Logistics; 7. Cyber security (Cyber Security); 8. Establishment of Implementing Management for SPNBE 2017-2019 Road Map.

In this policy as stated in Perpres No. 74 of 2017 concerning the SPNBE Road Map in Article 4 paragraph (3) that the composition of the steering committee membership consists of: The head of the program implementer is the Coordinating Minister for Economic Affairs; Deputy Chair, namely the Coordinating Minister for Politics, Law and Security; and consists of several of them are: Minister of Communication and Information, Minister of Finance, Minister of Trade, Minister of Industry, and several other ministries and institutions related to this Presidential Regulation.

However, until now this policy program has still not been fully achieved. The YLKI Daily Chairperson, Tulus Abadi stated that the draft Government Regulation (RPP) had not yet been passed on the matter of Electronic

Trade Transactions (TPMSE) causing widespread complaints in e-commerce [9] (While the Deputy of Coordination of the Creative Economy, Entrepreneurship and Competitiveness of Cooperatives and Small and Medium Enterprises, Coordinating Ministry for Economic Affairs, Mohammad Rudy Salahuddin, was reported by Liputan6.com on November 8, 2018 with the headline "Rules for Issued E-commerce Will Be November 2018" , stated that the Draft Government Regulation (RPP) concerning e-commerce or RPP through Electronic System Transaction (TPMSE) is targeted to be completed in November 2018.

The unpublished RPP TPMSE can be presumed to date because of the various perspectives and various interests of government agencies as mandated by Presidential Regulation No. 74 of 2017. Therefore, this paper will discuss what is the reason for the slow implementation of Presidential Regulation No. 74 of 2017 which calls for the maturity of the RPP TPMSE by looking at the dynamics of interests and perspectives between the relevant government institutions, namely the Coordinating Ministry for Economy, Ministry of Finance, Ministry of Trade, Ministry of Communication and Information, and Ministry of Industry. This article aims to find a location that William N. Dunn calls 'Third type errors' in a policy.

II. RESEARCH METHODS

This study uses qualitative methods with a literature review approach and in-depth interviews with informants who are one of the related policy makers in their fields. this study aims to provide analytical descriptive knowledge to researchers and practitioners in the fields of policy and e-commerce. this research was conducted during 2018 and was the beginning of the author's thesis research.

III. PUBLIC POLICY

Thomas Robert Dye quoted by Young and Quinn explains that public policy is "whatever governments choose to do or not to do" [3] while Anderson cited by Young and Quinn gives more understanding detailed, revealing that public policy is: "Purposive course of action" [3]

From the above explanations, it can be simplified that public policy is defined as a product produced by institutions, individuals, groups and organizations as policy actors in providing an action on a problem or issue that aims as a solution to existing problems in order to achieve goals or conditions certain.

In providing an action or solution to a problem, a group institution, and or organization, takes several steps to produce public policy. Dunn explained that there are five stages in the policy system cycle resulting in a decision. The stages are as follows; agenda setting, policy formulation, policy adoption, policy implementation, and policy evaluation [2].

In each stage there are characteristics of each, the characteristics of the stages as follows [2]:

1. Agenda setting (agenda setting): The actors as elected officials / elites place a problem on the public agenda. In this stage many problems have not been touched and delayed for a long time
2. Policy formulation (policy formulation): The actors formulate alternative policies to overcome public

- problems. Produce alternatives in the form of the need to make executive directives, legislative actions, and judicial decisions.
3. Adoption policy (policy adoption): Adopt policies that become alternatives through consideration of the majority of legislatures, consensus of senior executives, and judicial decision results of judiciary.
 4. Policy implementation (policy implementation): Decisions that have been made are carried out by related units in mobilizing human resources or financial resources.
 5. Policy assessment (policy evaluation): The supervisory and examining units in the government provide an assessment of the policy system bodies (executive, legislative and judiciary) fulfilling the requirements stated in the constitution in making a policy and achieving goals.

In a policy system which includes policy-making processes that are inseparable from the influential actors in them, these actors are referred to as policy stakeholders. The stakeholders are individuals, groups or institutions that have an interest and interest in a problem. The interests of the stakeholders often lead to a separate dynamic in a policy.

A. *Bureaucratic Politics*

To see the dynamics of the interests of the policy stakeholders there is a concept that can explain it. To see the dynamics that occur in the Presidential Regulation No. 74 of 2017 which is a policy originating from the executive domain, then the right view to see the dynamics of the interests of the 6565 stakeholders is with the Bureaucratic political approach.

Grindle and Thomas (1990) explain that there are two perspectives for studying a policy process, namely, society-centered approach and state-centered approach. The perspective of society-centered approach tends to examine policy through the interaction of power and competition between individuals, groups, or classes within the structure of society outside the institution. This perspective emphasizes relationships in coalitions and alliances in forcing their interests to influence policy-making actors. Whereas, state-centered approach focuses on perceptions and interactions of policy elites that are free from group interests, therefore state-centered approaches tend to study policies towards policy elites which are explained that the policy elite is not dependent on the interests of group sharing, having the freedom to maneuver and capacity to influence policy inflows and determine when a policy will be raised, policy elites have the power to shape policies and be accepted politically and bureaucratically [7].

In state-centered approach, Grindle and Thomas provide three different spaces for reviewing policies seen through approaches to policy elites, namely, rational actors models, Bureaucratic politic approach, and state-interest approach. As a result of that understanding, in this study we will use the approach described by Thomas R. Dye as a structural approach and use the approach described by Grindle and Thomas as state-centered approach which is more specifically referred to as Bureaucratic political approach to see the dynamics of relationships that occur

within a policy system which includes actors in the policy elite at the level of the government (executive).

B. *Third Type Error*

William N. Dunn explained that the crucial issue of problem formulation is how substantive and formal problems are actually related to actual conditions. If most of the problem / issue conditions appear to contain the entire system of problems, then the obligation for policy actors as policy analysts to formulate substantive and even formal problems that can reflect that complexity [2]. From this, it can be seen that in the phase of formulating the problem there is a necessity for policy actors to be able to find problems that really become the focus of an issue.

When looking at the stages of formulating a problem there are errors in applying these stages. First, in the problem finding stage (problem search) which fails, there will be a situation where policy actors as policy analysts fail in searching for problems and stop looking early, risking setting the wrong limits of metaproblem, namely a problem above - complicated problem. Second, in the definition of problem the policy officers as analysts choose to adopt the wrong view to conceptualize the problem condition when they have to choose the right one. Third, in the problem specification (problem specification) there was an error in choosing policy model representation from the substantive problem [2].

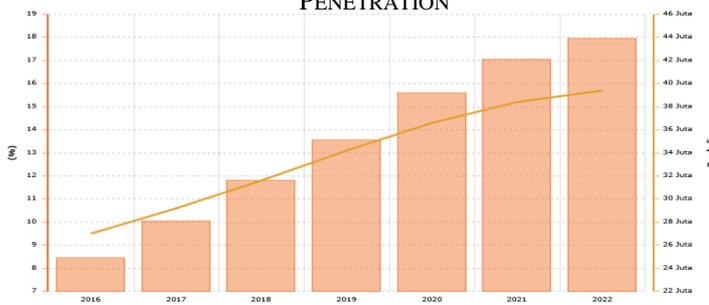
In each case, policy actors can make the third type of error (errors of the third type). The 'third type' error is explained by Kimball as quoted by Mittroff and Betz (1972) as "mistakes made by giving answers to wrong problems". Whereas Howard Raiffa (1968) as quoted by Dunn (1998) explains that the 'third type' error is: "One of the most popular paradigms in ... Mathematics applies a case where a researcher must accept or reject what is known as the null hypothesis. In the initial lesson the student statistics learned that he had to constantly balance between making the first type of error, that is rejecting the correct null hypothesis and the second type of error which is accepting the wrong null hypothesis while practitioners also make mistakes of the third type, namely solving problems wrong" [2].

From the above explanation it can be simplified that a "third type" error occurs because of the formulation of the wrong problem and results in the application of a policy to something that is substantially wrong. When reflecting on the previous explanation of the problem formulation which includes searching for Problem Search, defining the Problem (Problem Definition), problem specifications (Problem Specification), and problem recognition (Problem Sensing) referred to as a 'third type' error caused by negligence committed by policy actors. In this case, the policy actor is at the level of state-centered, which is Bureaucratic. Then in this study we will look at various perspectives from across Ministries in Indonesia that are specific to the Coordinating Ministry of Economy, Ministry of Finance, Ministry of Communication and Information, Ministry of Trade, and Ministry of Industry in seeing the issue of E-Commerce in Indonesia in accordance with the direction of Presidential Regulation No. 74 in 2017.

IV. DISCUSSION

Currently the development of shopping online trend has increased rapidly and has an effect on the movement of the country's economy. Can be seen from the data presented by Katadata.co.id dated March 27, 2018 with headline "How Many Indonesian Digital Buyers", revealed that Indonesian digital buyers are estimated to reach 31.6 million buyers in 2018, with penetration of around 11.8 % of the total population. This number is projected to increase to 43.9 million buyers in 2022 with a penetration of 15.7% of the total population of Indonesia.

CHART 1. PROJECTION OF INDOONESIAN DIGITAL BUYER AND PENETRATION



Source : Projections of Indonesian Digital Buyer and Penetration 2016-2022 (Katadata.co.id)

From these data it can be seen that the digital transaction e-commerce is experiencing a period of penetration and the introduction of something new that is quite high. Seeing this, it is very clear that the society of in Indonesia is experiencing a transition from something conventional to online. In this transition period the problems raised previously are not uncommon, such as issues of security, trust, and HR education.

Amid the transition period e-commerce has an impact on the community as consumers who feel helpless against the existing e-commerce system. This is as explained by the Indonesian Consumers Foundation (YLKI) that during 2017 there were 642 general complaints from January to November 2017, YLKI received 101 complaints online shopping or 16%. This has doubled compared to 2016. In 2016, the number of online complaints was only 8%. Based on YLKI data in 2017, consumers often complain about the slow response of complaints (29%), receipt of goods (24%), adverse system (14%), no refund (11%), suspected fraud (7%), items that purchased inappropriately (6%), suspected cyber crime (5%). There are also complaints about services (1%), prices (1%), information (1%), and late receipt of goods (1%) [11].

From the problems described above and refer to the contents of Law No. 7 of 2014 concerning trade and Law No. 11 of 2008 concerning ITE, it appears that it still has gaps or vacancies in providing appropriate legal regulations or umbrella regarding e-commerce activities. Therefore, the government responded by issuing Presidential Regulation No. 74 of 2017 concerning the 2017-2019 E-Commerce Road Map to be able to provide a forum for the vacant regulations that exist in the trade law and ITE. This regulation mandates to complete the special rules of transaction through an electronic system, namely RPP

(Draft Government Regulation on Trade Transactions through Electronic Systems).

However, in the course of the TPMSE RPP which was the mandate of Presidential Regulation No. 7 of 2017 has not been published, this can be seen from the explanation of the Deputy for Coordination of Creative Economy, Entrepreneurship and Competitiveness of Cooperatives and Small and Medium Enterprises, Coordinating Ministry for Economic Affairs, Mohammad Rudy Salahuddin reported by Liputan6.com on November 8, 2018 with headline "Rule of

Issue of Emerging Talent November 2018", states that Draft Government Regulation (RPP) concerning e-commerce or RPP of Trade Transactions Through Electronic Systems (TPMSE) is targeted for completion in November 2018.

The delay in completing the mandate of Presidential Regulation No. 74 of 2017 for cross-sectoral ministry institutions completing the TPMSE RPP is presumed not only to originate from the limitation of the e-commerce segment itself but also from within the cross-sectoral government which has their own views and interests e-commerce in Indonesia, this is what later made the TPMSE RPP not present and the slow implementation of Presidential Regulation No. 74 in 2017.

The focus of RPP TPMSE is in line with the mandate stated in the opening of Presidential Regulation No. 74 of 2017 concerning SPNBE 2017-2019 Road Map in points A and B considering that; (A) that an electronic economy has high economic potential for Indonesia and is one of the backbone of the national economy; (B) that in order to optimize the utilization of electronic-based economic potential, the government needs to encourage the acceleration and development of an electronic-based national trading system (e-commerce), startup business (Startup), business development, and logistics acceleration Integrated Electronic-based National Trading System (Road Map E- Commerce). Implementation of the mandate of Presidential Regulation No. 74 of 2017 concerning SPNBE 2017-2019 Road Map which aims to complete the PMSE RPP is fairly slow in its achievements.

The parameter of the slow implementation of this policy can be seen from the presentation of the Coordinating Ministry for Economic Affairs, Mohammad Rudy Salahuddin, stating the Draft Government Regulation (RPP) on e-commerce or RPP on Trade Transactions Through Electronic Systems (TPMSE), which is targeted for completion in November 2018 Until September 20, 2018 out of 62 outputs of Presidential Regulation 74 of 2017, only 13 fields have been completed, 28 are still under discussion, 17 are still ongoing, and 4 have not been discussed [12].

Factors that caused the slow implementation of this policy other than the problems arising from the community as consumers as mentioned above, also allegedly due to the interests of each government sector that is a member of the program committee as stated in the Presidential Regulation No. 74 of 2017 Article 4 paragraph (3). It can be seen that in each of the government institutions that are members of the policy have interests in their respective sectors. These forms of sectoral interests can be clearly seen from the existence of government institutions that take their own steps in addressing the interests of their sectors related to the

phenomenon of e-commerce. This can be seen from the attitude of the Ministry of Finance which issued the Minister of Finance Regulation No. 210 of 2018 concerning Tax Treatment of Trade Transactions through Electronic Systems (E-Commerce).

The Regulation of the Minister of Finance No. 210 of 2018 concerning Tax Treatment of Trade Transactions Through Electronic Systems (E-Commerce) is one form of implementation of the Presidential Regulation No. 74 of 2017 concerning SPNEBE 2017-2019 Road Map (E-commerce

Road Map) [9]. Nevertheless, this PMK received mixed responses from the actors of e-commerce as well as from other ministerial sectors.

On one side of the problem that became the focus of the community that began to enter the e-commerce system requires a regulation specifically for e-commerce activities so that it can safeguard its rights to transact online. However, on the other hand cross-sectoral government has other interests as seen from the issuance of PMK-210 concerning taxation of e-commerce having a national interest in optimizing state revenues from sectors that have great potential (This can be seen from the graph presented by Katadata. com above about "Buyers and Projection of Indonesian Digital Buyer Penetration 2016-2022").

This clearly makes a contradiction in the continuation of e-commerce in Indonesia which is in a period of penetration or introduction to developments that can facilitate and open up market opportunities and MSMEs in Indonesia to be able to offer goods of national interest not only regional but it collides with the taxation system that is considered to hinder the process.

Penetration periods that provide new opportunities for MSMEs in Indonesia are part of the Ministry of Industry's target. This can be seen through a statement from the Minister of Industry which was launched through the Kemperin.go.id press release on October 8, 2018 with the title "Minister of Industry Wants E-commerce Taxes Are Regulated Simply ". In this press release Airlangga Hartatrtto as Ministry of Industry stated that tax for electronic commerce transactions (e-commerce) was arranged more simply. Thus, later the tax policy on this sector does not burden electronic commerce players. He stated "There has been discussion. Actually, what we expect is that the fiscal system is not equated with non-e-commerce"According to him, the industry incorporated in electronic commerce is still relatively 'low', so its development needs to be supported [10].

The Ministry of Industry also explained that E-Commerce is still difficult to apply to MSMEs. The Ministry of Industry stated that electronic transactions in the network e-commerce could not yet be applied to micro, small and medium enterprises (MSMEs) because there was no clear legal protection in its implementation. Director General of Small and Medium Industries of the Ministry of Industry Euis Saedah said that currently strict regulations are needed so that businesses have strong protection. "E-commerce is quite helpful, but it cannot be applied to MSMEs because the protection is not yet clear. Need to be aware of people who cheat through this transaction ". The problem was then added with the issuance of the Ministry of

Finance's regulations related to taxation in e-commerce which made ambiguity for MSME actors to use e-commerce.

From the explanations described above regarding the polemics that exist in the community as perpetrators e-commerce and also the government as a state institution that has sectoral interests related to the development of e-commerce it can be seen that there are two main problems. The first issue arises from the public pressure related to the sustainability of the e-commerce activity which includes consumers who complain about the absence of a legal umbrella specifically regulating activities e-commerce so that the community as the actors of e-commerce is powerless to respond to problems that occur because of deficiencies in e-commerce system activities in Indonesia.

The second issue is the problem that arises from the realm of government institutions that see the development of e-commerce as one of the sectors that have great potential for the state that can encourage business actors and local products, empower local products, increase the capacity of local business actors as disclosed by the Ministry of Trade and the Definition of Industry. Then on the other hand there are financially related views of countries that see the development of e-commerce can absorb income for state finances as seen from the issuance of PMK-210 regarding tax regulation for activities of e-commerce.

There are differences in views between government agencies and the public as actors and consumers e-commerce in view of the problems at e-commerce which have an impact on the resolution of government policies related to e-commerce in Indonesia. This is also due to the existence of differences of opinion and interests and the achievement of cross-sectoral ministries in this matter. This can be seen through this tabulated table:

TABLE. 1 TABLE OF INTEREST AND ACHIVEMENT

GOVERNMENT INSTITUTIONS		
Stakeholders	Interest	Achievement
Coordinating Minister for Economic Affairs	Creating a comprehensive legal framework or regulation that accommodates the classification of electronic-based trade business actors, electronic certification, accreditation processes, payment mechanism policies, consumer protection	There is no equal rate of Presidential Regulation 74 in 2017. Some forms of <i>output</i> and and some form <i>outcomes</i> that cannot be directly executed. This regulation is temporary in nature, short term. It is <i>to do list</i> which does not have a macro strategy so that the initial position, stages, and final destination are seen.
Minister of Communication and Information	Improve national communication infrastructure (internet speed, network and cyber security)	Consumer infrastructure and protection in online transactions has been regulated through Law No. 11 of 2008 concerning Information and Electronic Transactions and Government Regulation No.82 of 2012 concerning the Implementation of Electronic Transaction System and is still awaiting the maturity of the TPMSE RPP based on reference to Presidential Regulation No. 74 in 2017.

Minister of Finance	Creating rules related to taxation procedures and procedures, which are intended to provide ease of administration and encourage tax compliance of e-commerce actors to create equal treatment with conventional business actors	The issuance of PMK-210 is solely related to taxation procedures and procedures, which are intended to provide ease of administration and encourage tax compliance of the perpetrators of the e-commerce to create equal treatment with conventional business actors. The issuance of PMK-210 is also one form of implementation of Presidential Regulation No. 74 in 2017.
Minister of Trade	The rules regarding PMSE are expected to provide business opportunities for all parties, equal level playing field, Certainty and Legal Protection, and prioritization and protection of national and MSME interests	There has been no specific arrangement to regulate trade through electronic systems (<i>e-commerce</i>), so the regulations relating to this matter are still based on Law No. 7 of 2014 on Trade inconsequential.
Industry Minister	There is a special rule <i>e-commerce</i> in order to simplify and give security to MSME players who are encouraged to <i>go online</i> and tax-related rules that don't burden who use the services	The system of <i>e-commerce</i> has not been able to be applied to MSMEs because the protection is unclear coupled with the existence of tax rules that still need a review to maximize MSME activities in <i>e-commerce</i>

(Source: Literature study on Ministry Press Release and Personal Interview with Prof. Ahmad M. Ramli Director General of Information and Communication Technology, June 1, 2019)

From the above table if it reflects the explanation by William N. Dunn before, it appears that the relevant Ministries as appointed officials which is also stakeholders from RPP TPMSE and the implementation of Presidential Regulation No. 74 of 2017 concerning 2017 E-Commerce Road Map 2017-2019, they have their own perspectives in addressing or responding to the problems arising from the development of e-commerce in Indonesia.

The different points of view and interests as described in the table above show that in the implementation of Presidential Regulation No. 74 of 2017 mandating the completion of the TPMSE RPP and involving cross-ministerial sectors as policy-making actors, they have different perspectives and targets from each other. These differences when reflected by William N. Dunn's explanation of 'third type error' are very possible to occur at the level across the relevant ministries as described above. Because of that, these institutions seem to overlap with other sectors. This is because there is a discrepancy between government institutions in the process of determining the core issues of the policy.

V. CONCLUSION

Digital transactions e-commerce are experiencing a period of penetration and the introduction of something new

that is quite high. Seeing this, it is very clear that the society in Indonesia is experiencing a transition from something conventional to online. In this transition period the problems raised previously are not uncommon, such as issues of security, trust, and HR education.

These problems, as expressed by William N. Dunn, are the core issues that should underlie a public policy, in this case the related policy of e-commerce in Indonesia. The Government of Indonesia already has a set of policies that are directed at accommodating the permits for the e-commerce through Law No. 7 of 2014 concerning trade and Law No. 11 of 2008 concerning ITE. The two policies are intended to provide solutions related to e-commerce issues. However, in reality the two laws are still lacking and are then completed and directed through Presidential Regulation No. 74 of 2017 which also mandates to complete the TPMSE RPP.

The completion of the TPMSE RPP so far, if based on this research, is known because of the different perspectives between the cross-sectoral ministries that are policy makers. This difference in point of view leads to the absence of what is referred to as Political Result among policy actors who are Appointed Officials, then this kind of condition has caused what is called William N. Dunn as 'third type error' when policy actors formulate a policy problem.

ACKNOWLEDGMENT

The author is a student of political science at the University of Indonesia under the guidance of Dr. Julian Aldrin Pasha as the Chair of Political Science Department of UI. The author himself has a focus on studying government policies and the dynamics of bureaucrat politics. This article forms the results of the author's temporary research that focuses on the dynamics of the Indonesian government's policies regarding the development of e-commerce. The data obtained are obtained from various sources such as literature studies on several studies of related institutions, news pages, and also interviews with respondents who are Directorate General in the Republic of Indonesia Ministry of Communication and Information, Prof. Dr. Ahmad M. Ramli.

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