



# Building a Digital Bureaucracy Through the Implementation of *Collaborative Governance* in the Regional Government of Bandung City

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**Abstract.** Technology adoption in government bureaucracy has been implemented for a long time, technology is considered capable of improving bureaucratic performance one of which can improve the quality of public services. Along with the times, the use of technology in the bureaucracy is overgrowing, giving birth to the concept of digital bureaucracy, where the bureaucracy in carrying out its functions is always based on the use of technological advances. On the other hand, digital bureaucracy requires human resources that are not only professional but also must be able to establish good communication and coordination. Based on this understanding, this article examines efforts to build a digital bureaucracy through the application of collaborative governance implemented in the regional government of the City of Bandung. The research method used is a qualitative research method with a descriptive approach. The results of the analysis show that the application of collaborative governance is not only a requirement for the implementation of digital bureaucracy, which requires partnerships between various elements in the regional government bureaucracy of Bandung City, but the existence of joint partnerships will be able to accelerate the development of digital bureaucracy due to collaborative efforts in accordance with their respective tasks and functions. Able to accelerate the acceleration of digital bureaucratic development in the city of Bandung.

**Keywords:** Bureaucracy · Collaborative Governance · Digital Governance

## 1 Introduction

Bureaucracy associated with public services has an important role which will determine the quality of the bureaucracy itself. The existence of good public services is a characteristic of an organization that carries out its functions properly; otherwise, a bad organization will create bad public services and will determine the quality of the bureaucracy. Based on this understanding, the bureaucracy needs to develop itself in a better direction so that it has a good image, especially in society. Bureaucracy empirically is a unit consisting of various elements in which one element with other elements is connected to one another. Therefore, cooperation, good between various elements within the organization will create an optimal organizational performance [16, 17].

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The bureaucracy, along with the times, must also adopt various innovations in an effort to develop itself in a better direction and organization that always adapts to the environment and the times has the potential to become an organization that grows and develops according to the demands of the times so that it will make the organization become a strong organization and be able to deal with various problems both that come within the organization itself and those that come from outside the organization itself [3, 9].

One of the efforts that need to be made in keeping up with the times is to create a public organization that is adaptive to the times, namely by implementing a bureaucracy based on information technology where technological progress is used as a tool to realize bureaucratic development in an advanced and better direction. Advances in information technology in the bureaucracy have empirically been proven by the existence of the e-Government in which the running of government administration is based on the use of information technology so that between technological advances and the running of the wheels of government will create synergy between one another so that positive impact both for technological development information as well as for the development of the bureaucracy itself [1, 10, 14].

The regional government of the City of Bandung is a form of bureaucracy that has implemented the concept of e-Government within its government environment; in carrying out government functions, both administrative functions and public service functions, has implemented advances in information technology starting from the use of various communication media in building communication within the bureaucracy and in providing public services such as digital-based public services [8].

The existence of the implementation of bureaucratic functions within the Bandung City local government environment based on the concept of e-Government has provided many benefits, which include: First, in carrying out its functions administratively, the use of information technology such as computer devices and internet networks has provided convenience for the bureaucracy within the Bandung City government environment, so that bureaucratic performance becomes more effective than having to do it manually. Another thing is also from the use of information technology in the context of e-Government in the regional government of Bandung City, namely the existence of easy and fast communication media for government officials in carrying out their functions where both meetings and other meetings can be carried out digitally through the media teleconference so you do not have to meet in person which empirically this is able to create efficiency in bureaucratic performance [18].

Second, the benefits of adopting information technology in the context of implementing the concept of e-Government within the local government of the City of Bandung, namely being able to create digital-based public services in which various types of public services that have been carried out traditionally have begun the switch to digital public services starting from making resident identity cards. Which are carried out online through applications through the population application to digital regional tax payments where local tax payments do not have to come directly to the office to pay in cash but can be through the application that has been provided or through digital payments either through the bank or through the application digital cash payments.

The existence of digital public services empirically has made it easy for the public to access the needed public services quickly and cheaply so that the public feels benefited from the existence of these digital-based public services. The impact of the existence of digital-based public services is that there is an increase in the quality of public services to be better, transparent, and accountable, which in turn has an impact on the performance of the Bandung City regional government bureaucracy in a better direction [2, 12].

The benefits of implementing the e-Government within the Bandung City government have provided many benefits, as described above. Hence, efforts to apply the e-Government and adopt advances in communication technology need to continue to be carried out so that in the future, information technology will become an integral part and even become one of the main keys to the bureaucratic functions in the regional government of Bandung City.

Development of the bureaucracy in a better direction through the implementation of e-Government must continue to be pursued. One of these efforts is by building a digital bureaucracy where bureaucratic functions are always carried out based on advances in information technology. In this context, the regional government of Bandung City builds a digital bureaucracy by making various efforts ranging from implementing administration and leadership based on the digital vision to bureaucratic management and a digital-based financial management system. With the existence of various elements from the Bandung City government based on digital implementation, it is hoped that it will be able to create a digital bureaucracy within the Bandung City government environment.

Efforts to build bureaucracy stakeholders related, this is because a digital bureaucracy will not materialize if there is no cooperation among stakeholders to jointly realize the implementation of bureaucratic functions based on digital. Based on this understanding, cooperation between various elements is part of the key to the successful development of a digital bureaucracy within the Bandung City government.

The concept of collaborative governance is one of the concepts that is expected to be able to support the development of digital bureaucracy within the regional government of the City of Bandung. The concept of collaborative governance which emphasizes the existence of cooperation between various elements together to realize a common goal is relevant to be applied to the concept of digital bureaucracy which is based on several reasons, namely: First, the development of digital bureaucracy is a policy that involves various elements that within the Bandung City government, where collaborative governance will ensure that stakeholders will be involved in efforts to successfully implement the development of digital bureaucracy.

Second, building a digital bureaucracy requires active cooperation from stakeholders whose duties and positions are clear from one another, with collaborative governance will ensure that the stakeholders involved have clear positions and roles so that it will not cause overlapping or unclear roles of these stakeholders.

Third, in building a digital bureaucracy, awareness and role equality efforts are needed among stakeholders so that one actor and another will not intimidate each other or have a dominant influence, with collaborative governance it will ensure that each actor has equality and will not create domination of certain actor.

The description of the three reasons above emphasizes that the development of a digital bureaucracy will be very appropriate if it is supported by collaborative governance

so that efforts to build a digital bureaucracy within the regional government of the City of Bandung will be able to materialize according to the aims and objectives that have been set.

Based on the description of the importance of building a digital bureaucracy within the Bandung City government and also the role of collaborative governance as an effort to support the development of a digital bureaucracy that wants to be realized within the Bandung City government environment, this article is intended to describe and analyze the development of digital bureaucracy through the application of collaborative governance in Bandung City Government. Thus, the purpose of writing this article is as a reference material that is expected to be used as a source of policy making by government in order to build a digital bureaucracy that will provide many benefits both for the Bandung City government itself and for the community as recipients of public services provided by the government of Bandung City.

## 2 Research Method

The research method used in this study is a qualitative-descriptive research method which describes the research problem, in this case, the digital bureaucracy in the city of Bandung through descriptions of words based on the various resources used, not the results of statistical calculations [15].

The resources in this study are secondary data sources from books, scientific articles, and other sources. Data analysis uses data collection stages where data is collected from various sources, then processing where the data is processed, and then conclusions are drawn.

## 3 Discussion

The analysis and discussion in this article consist of three discussions, namely: First, the implementation of the bureaucracy in the government in the city of Bandung is seen from the perspective of *collaborative governance*. Second, the development of digital bureaucracy. Third, the benefits of digital bureaucracy in realizing government based on *collaborative governance*. The detailed study of the four discussions is as follows:

### 3.1 Administration of Bureaucracy in the Regional Government of the City of Bandung in the Perspective of Collaborative Governance

The concept of collaborative governance is currently popular for assessing the performance of the bureaucracy, which is based on several things, including:

First, collaborative governance is a concept that ensures that government functions are carried out collaboratively which means that the government consists of various elements of the bureaucracy in which one element with the other elements is connected and has the same goal, interweaving between these various elements will create a collaboration in running his government. Based on the above understanding, collaborative governance is a way to assess bureaucratic performance, whether it is implemented

properly or not, which is evidence of a good bureaucracy, namely collaboration between various elements of the bureaucracy [11].

Second, collaborative governance shows that apart from the government bureaucracy, there are also other elements, such as the community and business people. The concept of collaborative governance can ensure that good performance of the government bureaucracy is work carried out by inviting other elements or inviting other stakeholders such as the public. Moreover, business actors jointly realize bureaucratic goals, namely providing good service to the community. With the above understanding, one indicator of the success of the government bureaucracy in implementing collaborative governance is to ascertain whether, in carrying out its functions, the bureaucracy opens opportunities for other stakeholders to participate in the success of policies that have been made by the government [5].

Collaborative governance associated with the concept of developing digital bureaucracy has several roles which include: First, collaborative governance ensures that the process of using technology as an effort to build a digital bureaucracy is carried out collaboratively in which various parties or stakeholders are involved together to create a digital that is in this case in the local government of the city of Bandung.

Second, collaborative governance ensures that the development of digital bureaucracy opens opportunities for other parties, such as stakeholders and the public, to participate in the development of digital bureaucracy within the Bandung City government so that the process of achieving the goals of developing digital bureaucracy is a joint effort in accordance with its duties and each roles [5].

Third, collaborative governance ensures that the development of digital bureaucracy within the Bandung City local government is carried out transparently and openly because, in the concept of collaborative governance, there are various parties involved that allow the government to divide its tasks and functions so that it will be open for other stakeholders to participate. That way, the development of digital bureaucracy will benefit various parties [6].

Based on the description above, collaborative governance is a concept that must be part of the development of digital bureaucracy within the Bandung City government.

Analysis of how the development of digital bureaucracy is based on collaborative governance will be seen using several indicators from the application of the concept of collaborative governance, which consists of at least 4 (four) aspects, namely: First, consensus. Second is collective leadership. Third, multidirectional communication. Fourth, sharing resources [4, 7]. These four aspects can be explained in detail as follows:

First, orientation consensus. Orientation consensus ensures that the decisions taken are joint decisions based on common interests and goals [13]. Linked to the development of a digital bureaucracy, this human rights ensures that the policy of developing a digital bureaucracy is not a unilateral decision of the Bandung City government alone but is also a demand from the community and various other parties to build a professional bureaucracy associated with the development and progress of existing information technology, so then the decision is the result of an agreement that is expected to be accepted by all parties and can be implemented by related parties in accordance with their respective.

Orientation consensus is also closely related to commitment to promises and implementation of policies that have been produced together. In relation to the development

of digital bureaucracy within the local government of the City of Bandung, this implies that every party, from the Mayor, and the community to business actors involved in the development of digital bureaucracy, must be able to carry out their duties in accordance with their respective roles so that the successful development of a digital bureaucracy. Will be determined by the seriousness of the stakeholders in carrying out their duties to realize the successful development of a digital bureaucracy within the local government of the City of Bandung.

Another thing related to the consensus is the symbiosis of mutualism in the sense that decisions that have been made together will benefit various parties, furthermore that the development of a digital bureaucracy must be able to provide benefits and advantages not only for the Bandung City government but for the wider community and stakeholders. Others involved in the development of digital bureaucracy within the local government of Bandung City.

The second aspect is collective leadership. The understanding of collective leadership in the concept of governance implies collaboration that power must be distributed with other actors. In this case, that one person cannot be the sole leader and act authoritarian towards others.

Collective leadership in the context of developing a digital bureaucracy within the local government of Bandung City means that the highest leader, in this case, the Mayor of Bandung, divides roles and tasks in building a digital bureaucracy among his subordinates, from the heads of services to the district heads and village heads, so that each leader has responsibility. Their respective responsibilities for the success of the digital bureaucracy development policy within the Bandung City government.

Collective leadership is urgently needed in efforts to develop digital bureaucracy, considering that there are various aspects that must be implemented, starting from the procurement of information technology infrastructure, increasing the capacity of government apparatus in adopting technology to building information technology systems both for digital-based government administration and in providing digital-based public services to the community. This division of powers will facilitate the implementation of digital bureaucracy development within the Bandung City government.

The third aspect is multidirectional communication. Communication is an integral part of the concept of collaborative governance. This is because communication is a medium for equalizing perceptions of a problem among stakeholders. The existence of a common perception will create a common understanding and common goals to be achieved.

Multi-way communication is associated with the development of a digital bureaucracy based on the concept of collaborative governance, which means that the process of developing a digital bureaucracy is not top-down, which means that various instructions from the leadership are addressed to the parties involved, communication is also carried out in a bottom-up which means that each party or stakeholder has the right to communicate their duties and roles as well as various efforts to succeed in the development of a digital bureaucracy within the Bandung City government.

Multi-way communication is also interpreted as an effort to build interactive communication among fellow stakeholders, this is intended so that each party understands

their respective roles and positions so that they will not have perceptions, with this clarity of understanding, each party will carry out its duties each so that there will be no overlapping duties and responsibilities among stakeholders.

The fourth aspect is sharing resources. Understanding of resources in the context of collaborative governance, namely human resources and financial resources, as well as other resources related to the collaborative process in which these resources must be distributed so that stakeholders have awareness of the strengths and weaknesses of each so that they can cover these deficiencies by other stakeholders.

Sharing resources in the context of developing a digital bureaucracy has several meanings, which include: The first understanding is the distribution of human resources, in this case the regional government apparatus of the City of Bandung, where various agencies in the Government of the City of Bandung must have good quality human resources. The same, if there are differences then there is an effort to build the same quality of existing human resources, in this way it will create an even distribution of quality human resources, this can be seen from the similarity in the mastery of information technology by each regional government apparatus in the City of Bandung in carrying out their duties to developing a digital bureaucracy in the city of Bandung.

The second understanding, the quality of human resources must continue to be developed so as to create an even distribution of quality human resources, in this case the quality of the local government apparatus of the City of Bandung, with this equity it will create an effective bureaucracy to support bureaucratic performance in developing digital bureaucracy.

The third definition, the quality of financial resources implies that the development of digital bureaucracy within the local government of Bandung City must be supported by an adequate budget, so that various activities carried out as part of the digital bureaucracy development program can be implemented properly because they are supported by sufficient budget.

The quality of financial resources also in the development of digital bureaucracy means that there is sufficient budget for the purposes of developing the required information technology infrastructure, so that the process of implementing various government functions and digital public services can be carried out properly due to financial or budget support.

The three aspects as explained above have a relationship with one another where these aspects will reinforce each other so that the process of developing a digital bureaucracy based on the application of the concept of collaborative governance can be carried out properly in accordance with plans and objectives that have been previously set.

Based on the description above, the application of the concept of collaborative governance in the development of digital bureaucracy in the government of Bandung City is very important, even collaborative governance will be one of the keys to success in developing digital bureaucracy because collaboration between various stakeholders becomes characteristic of the successful implementation of the development of digital bureaucracy in the local government of Bandung City.

### 3.2 Development of Digital Bureaucracy

Digital bureaucracy needs to be continued in the future, considering that the use of information technology in the future will be increasingly widespread in various sectors of people's lives, including the implementation of public administration carried out by the bureaucracy.

The Government of the City of Bandung as part of the bureaucracy in Indonesia which is at the regional level needs to constantly develop a digital bureaucracy in which the digital bureaucracy must cover various aspects of the administration of the administrative functions of the regional government of the City of Bandung, while the aspects referred to include:

First, building a digital bureaucracy through human resource development. Human resources are an important part of carrying out government administration functions, where without competent human resources, it is certain that the bureaucracy will not function properly in the context of carrying out its functions.

Building a digital bureaucracy now and in the future requires good quality human resources where existing human resources must continue to develop their ability to adapt to various demands and needs in accordance with the times, including adopting information technology developments in order to build a digital bureaucracy.

The regional government of Bandung City, as one of the local governments that have been practicing e-Government, certainly has good human resource capacity, but in developing a digital bureaucracy, the existing capabilities must continue to be optimized so that they become better and more professional.

Various efforts need to be made to ensure that human resources in the city of Bandung have the capacity to develop a digital-based bureaucracy in the city of Bandung. One of the necessary efforts is to continue to socialize the development of information technology within the Bandung City government apparatus while carrying out various trainings to increase human resources. Humans in applying technology in the government environment so Bandung City government officials will always adopt information technology in accordance with the times.

Second, building a digital bureaucracy through organizational capacity building. Organizational capacity can be shaped by various factors, starting from the leadership factor within the organization itself where the leader is able to move the organization in a better to the budgetary support factor within the organization, which is able to support the implementation of various good bureaucratic functions.

The development of a digital bureaucracy is an effort to move the bureaucracy in a better direction by adopting information technology in accordance with the times, due to the importance of developing a digital bureaucracy, it is also necessary to carry out organizational development, in this case, the Bandung City regional government organization as an organizational unit that will implement digital bureaucracy.

Organizational development in the context of building a digital bureaucracy is carried out starting from building the leadership spirit of organizational leaders within the Bandung City government, such as service heads, sub, and lurahs so that this leadership spirit will also move their subordinates to always encourage efforts to build a digital bureaucracy.



Another thing that needs to be done in organizational development to create a digital bureaucracy is to build a good organizational system in which there are clear rules and duties and functions for each position so that it will create clarity of tasks and functions for developing a digital bureaucracy.

The budget is an important part of the development of the bureaucracy. The existence of an adequate budget is part of the development of the bureaucracy. Moreover, building a digital bureaucracy which requires quite a lot of money, so the budget is one of the keys to the successful development of a bureaucracy into a digital bureaucracy.

Third, building a digital bureaucracy through the development of organizational culture. Organizational culture arises and is formed both through the interaction of members of the organization with the outside world and is deliberately formed through regulations that are made. Organizational culture can shape the organization so that it becomes the characteristics and identity of the organization.

The organizational culture associated with digital bureaucracy has a good role in which organizations must create habits towards adopting information technology developments, with the habit of following information technology developments will create an organizational culture that is always in line with information technology developments which in this case will be a tool to be able to create a digital organization in the Bandung City government.

Fourth, building a digital bureaucracy through the development of an organizational environment. This is based on the understanding that organizational development is influenced by the environment in which the organization is located. A good environment will contribute positively to organizational development. Conversely, a bad organizational environment will also contribute to problems arising in the organization.

Building digital literacy through the development of an organizational environment can be done by collaborating with various agencies in the Bandung City government so that these agencies have the same vision and mission to build a digital bureaucracy so that digital bureaucracy will automatically materialize in the Bandung government.

Based on the description above, the development of a digital bureaucracy in the city of Bandung will have various benefits both for the regional government of the city of Bandung itself and for the people in the city of Bandung who have so far benefited from public services within the local government of the city of Bandung.

### **3.3 Benefits of Collaborative Governance-Based Digital Bureaucracy Development**

Digital bureaucracy is an effort to build a professional bureaucracy in the future that will provide many benefits for governance within the local government of Bandung City. The following are some of the benefits that will be obtained from implementing digital bureaucracy in the city of Bandung:

First, from the aspect of bureaucratic development. The development of a digital bureaucracy is an effort to make the bureaucracy more open and professional where the performance measures of the bureaucracy can be known by the use of information technology so that the first benefit to be gained is to realize the professionalism of the bureaucracy within the local government of the City of Bandung.

Digital-based bureaucracy is able to create a clear organizational work system so that the various elements of the bureaucracy are able to carry out their functions properly. Another benefit of the development of the bureaucracy is that it will create effectiveness and efficiency where the use of technology in various aspects of life has helped people to do their jobs. This includes carrying out the duties and functions of the government bureaucracy, in this case, the bureaucracy within the Bandung City government. The ease of doing work by utilizing information technology will speed up the process of completing work in the bureaucracy so that the bureaucracy will be more effective.

Efficiency in the development of digital bureaucracy is realized by having a mini-budget for recruiting new government apparatus resources whereby the use of information technology is enabled to expedite and facilitate the bureaucracy in carrying out its functions. It will reduce the need for human resources so that it will automatically reduce the budget or costs in the use of human resources apparatus. The existence of efficient performance also shows another thing utilizing information technology. It will create budget effectiveness that has been used so far, so digital bureaucracy has great benefits for bureaucratic development, especially in the local government environment of Bandung City.

Second, from the aspect of human resources. Human resources are the main part of a bureaucracy, where human resources are the driving force of the bureaucracy that will bring the bureaucracy in a better direction or vice versa. Human resources in the bureaucracy are known as the government apparatus, in this case, the government apparatus in the Bandung City local government environment. Human resources must continue to be developed so that they are able to have the expected competencies in accordance with their duties and functions in the bureaucracy.

The development of a digital bureaucracy requires competent and professional human resources in which the implementation of digital bureaucracy will encourage human resources, in this case the regional government apparatus within the Bandung City regional government, to continue to develop themselves and adopt advances in information technology according to their demands and needs.

The benefits of developing human resources in a digital bureaucracy are: First, government officials will always adopt advances in information technology so that they are able to create human resources that adapt to their environment. The bureaucracy is able to adapt to its environment in its efforts to develop the bureaucracy in a better direction.

Second, the local government apparatus in the Bandung City local government environment will have innovations in developing public services to the community. This is because the digital bureaucracy will always use information technology in carrying out its functions, including public service functions, so with the development of advances in information technology, it will demand progress. In the field of public services, the consequence of which is the existence of local government officials who must have innovation in developing digital-based public policies that exist within the regional government of the City of Bandung.

Third, from the aspect of the bureaucratic environment. Bureaucratic development requires a conducive and supportive bureaucratic environment in the use of information technology as an effort to improve bureaucracy. Targeted at this, the organizational environment will also contribute to building conducive conditions in realizing digital

bureaucracy so that not only the bureaucracy within the Bandung City regional government is able to create conditions for adaptation to information technology but also the environment in the City's local government. Bandung will also follow suit.

The benefits referred to above are that it will be able to create an environment that supports the development of digital bureaucracy through the use of information technology, so that efforts to build a digital-based Bandung City government will automatically build a digital-based environment so that many parties will benefit from the development of a digital bureaucracy in Bandung City local government environment.

Fourth, from the aspect of public service. Public service in the concept of digital bureaucracy is a type of public service based on the use of information technology. Either managers or providers of public services and public service applicants alike utilize information technology as a medium for public services that are considered effective, transparent, and accountable.

Public services based on the use of information technology that has been provided so far have had a positive impact on the realization of professional public services, so that with the development of a digital bureaucracy it will strengthen various digital-based public services whose benefits will not only be felt by the existing bureaucracy in Bandung City local government environment, but also the community will have convenience and flexibility in accessing digital-based public services so that the bureaucratic goals in providing excellent public services will be realized through the development of a digital bureaucracy implemented by the Bandung City regional government.

Based on the description above, the development of a digital bureaucracy within the Bandung City local government environment will have many benefits, so stakeholders in the Bandung City government environment need to make efforts to realize the development of a digital bureaucracy.

## 4 Conclusion

The development of a digital bureaucracy through collaborative governance in the administration of government in the city of Bandung is an effort to improve the quality of the bureaucracy where the bureaucracy is oriented to adopt information technology developments which will not only provide convenience in carrying out its functions but also be able to provide better public services to the community so that the people in the city of Bandung are satisfied with the public services provided by the government of the city of Bandung.

The development of a digital bureaucracy associated with the application of collaborative governance is not only a requirement for the implementation of a digital bureaucracy which requires partnerships between various elements in the Bandung City regional government bureaucracy, but the existence of a joint partnership will be able to accelerate the development of a digital bureaucracy due to collaborative efforts in accordance with their respective duties and functions. Each of them is able to explore the acceleration of digital bureaucratic development in the city of Bandung as a predetermined goal.

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