

Capacity and Bureaucratic Culture in Accessibility of Public Information Based on E-Government in Sidoarjo-Indonesia

Totok Wahyu Abadi

Department of Communication Science
Muhammadiyah Sidoarjo University
Majapahit 666 B Sidoarjo

Nunung Prajarto

Budi Guntoro

Department of Extension and Development Communication
Post Graduated School Gadjah Mada University
Teknika Utara, Pogung
Yogyakarta, 55281

Abstract

This research is aimed to analyze and describe capacity that included readiness, commitment, and leadership, as well as organizational structure that can affect bureaucratic culture in improving information accessibility based of websites in Sidoarjo Regency. It used mixed methods approach that be done in Sidoarjo Regency with sample of 60 local government employees as respondents and six heads of subdivisions as informants. In addition, it used simple random and purposive sampling with multiple regression analyzing techniques and interactive. The results of this study showed that readiness of bureaucracy in providing access to information via website quite ready. Sidoarjo Regency government has good committed in servicing public information via website. Whereas, leadership, organizational structure, and bureaucratic culture in accessibility of online information quite good. Accessibility of public information based e-government also good (71,01%). Good accessibility of information was driven by openness of public organization active in informing the public whether requested or not; availability of both quantity and quality of information and media that are used to inform and obtain information; ease of use of the media to obtain information quickly, accurately, low cost, easy to understand, and simple procedures; quick for downloading/obtaining information; and comfort in getting/delivering information or interact with government. Simultaneously independent variables such as readiness, commitment, leadership, and organizational structure significantly influence the culture of bureaucracy in providing access to information to the public. Simultaneously, independent variables such as readiness, commitment, leadership, and organizational structure significant towards bureaucracy culture in providing access to public information. The factor that is most influence on the bureaucratic culture in the service of public information accessibility based e-government is leadership and bureaucratic structures. The influence of these two factors is respectively 13.9% and 25% with a power regression by 54.8% and remaining 45.2% are influenced by other factors outside model.

Keywords: bureaucratic capacity, organizational structure, bureaucratic culture, and accessibility of public information

Introduction

Information (public) is one of needs that are required both as individuals and organizations. The higher of information needs can be impacted the higher of information search. The importance of information (public) for person or organization is related to the desire to fulfill their needs. Level of information needs had value-added for each individual or organization is also different. Information needs of individuals could improve knowledge or insight, improve understanding, reduce anxiety and uncertainty situations, as well as improve their abilities. Meanwhile, for the organization, information has value-added to determine the strategic and adopt policies/decisions that are related to the institutional development or environment.

In the era of information communication technology, public needs for public information through online media show a significant increase amount 63% (Abadi, 2015). Theoretically, new media (internet) has potential solutions for the community in many ways. Its function to get information, to interact with anyone included the government, trade, encourage and enhance community participation (Moon, 2002; Tat - Kei Ho, 2002; Macintosh, 2004; Afriani dan Wahid, 2007; Charalabidis, 2008). The application of new media also increase the development of information society, 2) investment and competition, 3) transparency, accountability, and good governance, 4) increase public participation, 5) make new policy and knowledge management, 6) increase access and quality of service public, and 7) the efficiency of resource management (Hana, 2008).

Accessibility of public information based e-government is one of serious attention from central government to realize good governance that is set by Law number 25 of 2009 on Public Services and Indonesian Government Regulation number 81 of 2010 on Grand Designs of Bureaucratic Reforms. Law number 25 of 2009 state that implementation of public service at least included implementation of service, complaints management, information management, internal control, outreach to the community, and consulted services. Grand Design of Reforms in 2010-2025 is set by Government Regulation number 81 of 2010 state that the goal of bureaucratic reform success is free of corruption, improvement of quality public services, as well as increased capacity and accountability of bureaucracy performance.

A survey of public service is done by Directorate of Research and Development-Deputy of Corruption Prevention Commission (2014) state that the integrity of public services in Indonesia from 2012 to 2014 has increased. Index of service integrity shows that in 2012 by 6.41, 2013 by 6.81, and 2014 by 7.22. Despite increase, the target of public service integrity in 2014 is still far from expectation, as shown in the Grand Design of Reforms amount 8.0. In addition, the index of information disclosure and utilization of information technology in 2014, respectively amount 6.49 and 6.73. Associated with the information disclosure on provincial level, according to the results of monitoring and evaluation of the Central Information Commission in 2012, the information is submitted on periodic through website in East Java and South Sumatra ranks ninth with score 59.88. Meanwhile, for the category public information available on the website at any time, East Java ranks first with a score 73.5 (Central Information Commission, 2012).

Those conditions show that still many problems on the quality of public services by government included in Sidoarjo Regency. Public service for community is needed serious attention from local government. Although data in Medium Development Plan Sidoarjo Regency of 2010-2014 show that level of public satisfaction with public services (such as health, administration, and education) are well, but Sidoarjo Regency Government should improve bureaucracy and quality of cultural service continually. It is supported by good of organizational structure to implement the sustainable development agenda. This is important because bureaucratic capacity, cultural service that is oriented for community and good organizational structure is assumed be able to support e-government management as media of public information accessibility that have good quality.

Research Method

This survey research used mixed methods approach with quantitative as dominant and qualitative as less-dominant. Respondents of this research divided into two groups. First is community to be visitor the website in Sidoarjo Regency government as much as 233 people. Second is sixty (60) respondents' staff of Sidoarjo Regency government. Sampling was done through random sampling technique. While, six informants are selected by purposive sampling which are three chiefs of division and three chiefs of section in information technology, public relations, information and documentation officer, Service Center and Public Complaints (*P3M*), secretariat of Local Development Planning Agency (*Bappeda*).

Determining of this research location was based on the argument that management of e-government in Sidoarjo Regency got achievement third champion in 2010. It is categorized as regions that have the most capable of resources as well as got Pura ICT award in 2012. However, website of Sidoarjo Regency government still showed some shortcomings. First, website content still not show yet public information which is up to date and reliable both in quantity and quality. Second, lack of public information services through utilization of site. Third, there was no management of public opinion as an input policy formulation (feedback) in both short and long term. Fourth, interoperability of inter-site up to level of agency and sub-district was still not optimal yet.

Data collection is done by distribution of questionnaires to community who visit website of Sidoarjo Regency government and staff. Meanwhile, depth interview is conducted to obtain data that can give meaning towards quantitative data to the competent officers related with public information and e-government management. Questionnaire used capacity bureaucratic variables, which is readiness, commitment, and leadership, organizational structure, service culture and accessibility of information.

The data is coded and analyzed by three techniques analyzing, namely descriptive statistics, multiple linear regression, and interactive. Multiple linear regression analysis is used to test the influence of readiness, commitment, leadership, and organizational structure towards bureaucratic culture.

This research also prove hypothesis that readiness, commitment, leadership, and organizational structure have positive effect and significant towards bureaucratic culture in improving access to public information through e-government media.

Accessibility of Public Information Based on E-Government

Accessibility of public information in this research is convenience for users (community) interact with government through website media to convey public information. The elements are used to measure accessibility of information is openness of public agency in disseminating information actively that is needed by community either requested or not; availability of government websites, information form, and content of information both quantitatively and qualitatively; ease to get right information, low cost, easy to understand, and simple of way/procedure (efficiency); quick to download/obtain information; comfort in getting/delivering information or interact with government.

Table 1: Indicators of Information Accessibility

No.		%
1	Openness	73.89
2	Availability	72.29
3	Easiness	69.52
4	Quickness	64.10
5	Convenience	75.09
Total Average Percentage		71,01

Source: Processing of primary data by researcher, 2014

Table 1 show that openness in Sidoarjo Regency government of public information either in the form of information immediately, periodically, and anytime that is delivered through website is well (73.89%). It is also the availability of information in on-line media; websites media to convey information; public spaces for interaction and dialogue is also well (72.29%). E-government as new media can provide convenience and safe for community to interact with government in asking, obtaining, and conveying information or dialogue. The level of convenience and safe of community to interact with government is well (75.09). However, ease to obtain and convey information through online media interactively still not optimal yet (69.52%). Similarly, quickness response from regional work unit still less than optimal is 64.10%

Achievement of information accessibility through e-government media in Sidoarjo Regency government as a whole amounted 71.01% at an interval of score conversion 61% - 80%. This means that information accessibility based on web in Sidoarjo Regency is well. Accessibility includes openness in providing information; availability of websites media, public space for interaction, and information; ease in obtaining and conveying information; quick to obtain information and get a response; and convenience and safe to deliver and receive information.

Bureaucratic Capacity, Organization Structure, and Cultural Service

Bureaucratic capacity in this research is ability of local governments to manage availability of existing resources by implementing policies to achieve the goal effectively, efficiently, and sustainable. Capacity of local governments can include 1) readiness of bureaucracy in providing access to public information of media on-line and encourage community participation in infrastructure development, 2) commitment of e-government development as public information media and increased public participation and infrastructure development, and 3) leadership who had a future vision of public service.

Readiness is a variety of local government efforts related to the management of information communication technology, public information, and community participation in infrastructure development. The indicators are used to measure its readiness include availability grand design of strategic plans, policies are structured as legal basis for implementation, infrastructure and information communication technology, human resources, budget allocation, institutional handle, and communication policies to institutions in order to obtain same understanding. Readiness of local governments in accessibility of public information with e-government media included quite well (60.53%).

The government activities to implement and operationalize the policy are a form of local government commitment. It is included in making information sub domain that interactive, making e-mail sub domain and downloading facilities, making transactions sub domains legally through on-line system, making community participation sub domain such as public forum on-line, making of interoperability (linkages) of application and data with other institutions in local government, management of information services and community participation, the presence of government response and its actions. The commitment of Sidoarjo Regency government in this research show high 64.98%.

Leadership is part of commitment to influence the perceptions of organization members to carry out the vision and mission that has been assigned as well as improve the quality of organization as a better and more sustainable. The good leadership and successful is visionary leadership, agent of change, driving of togetherness value, openness, able to work together, take risks, and trustworthy. Bureaucratic leadership in accessibility of public information based on e-government and increased of community participation in infrastructure development in Sidoarjo included category quite well amount 56.86%. The explanation show that bureaucratic capacity included readiness, commitment, and leadership in accessibility of public information based on e-government in order to increase community participation in development still not optimal yet amount 59.85%.

Table 2 : Average Percentage of Bureaucratic Capacity Variable

No	Sub-variable	%
1	Bureaucratic readiness	57.47
2	Bureaucratic commitment	65.22
3	Leadership of service	56.86
Total average percentage		59.85

Source: Processing of primary data by researcher, 2014

Some factors that led to bureaucratic capacity not optimal yet included inadequate of information technology facilities and support services, not optimal yet of career management especially for structural position, lack of follow-up results staffing based competency and community needs, not optimal yet of personnel administration services through governance archival and good data management, not optimal yet resource/infrastructure. In addition, low capacity of sub-districts and boroughs in running their duties and functions of services to the community contribute less at the regency level (Source: Focus Group Discussion of Development Plan, 2012). The same statement is stated by Arsiyah (57 years old), former head of governance organization, head of personnel division at Local Civil Service Agency, and head of Women's Empowerment and Family Planning Agency in Sidoarjo Regency, as follows:

“..... people who are competent of technology information are moved to other agency whose work not related to their competence. Analysis of existing positions has not been going well. Putting people are not according with their competence, so their service isn't maximal.” (Arsiyah, interview, March 28, 2014)

Components of organizational structure in this study use formalization which is aimed to achieve effective performance of the organization in order to support quality service. Formalization is the standardization work of organization. Standardization can be seen from indicators of main tasks and functions (duties), standard operating procedures, and decision by regional work unit that associated with accessibility of public information in media e-government. Overall, average score of division of duties and functions among work units on the organizational structure in Sidoarjo Regency government amount 51.86%. Its percentages show that formalization as a component of organizational structure in Sidoarjo Regency government is not optimal yet (quite well).

Some of the factors that led to the formalization is not optimal in the organizational structure which is 1) not all institutions / work units prepare and have standard operating procedures and standards of public service in accordance with Regulation of Minister of Administrative Reform and Reform Bureaucracy number 35 of 2012 on the guidelines of standard operating procedures; 2) not maximal technical guidance relating to the preparation of standard operating procedures and standards of public service; 3) the high of sectoral ego in each unit, 4) there is still a perception that local technical and operational units of its services by already attached to the chief of regional work units.

Performance Accountability Report Sidoarjo Government Agencies (2013) state that percentage of units / agencies have created standards of public service about 116 units (57.71%), whereas 85 units (42.29%) have not been compiled. As for the preparation of standard operating procedures still be done through technical assistance that is held in 2014.

Table 3: Organization Culture on the Service

No	Organization Culture on the Service	Score Average	%
1	Focused services to the community	3.38	67.57
2	Responsibility to the work unit	1.41	28.26
3	Responsibility to the leader	1.38	27.61
4	Responsibility to the community	1.29	25.78
5	Communication Openness with subordinates	2.96	59.12
6	Communication Openness with leader	2.96	59.12
7	Communication Openness with community	2.32	46.38
8	Cooperation with team and other work units	2.48	49.69
9	Coordination with team and other work units	2.43	48.63
	Total	20.61	45.79

Source: Primary Data, 2014

Organizational culture is a pattern of thought and behavior patterns of effective and efficient to regulate behavior of individuals within the organization and its relationship with the community-oriented service quality. Quality culture within an organization can be observed through a focus on community service, accountability of staff to the leader, superiors to subordinates or to the community, open communication, cooperation with team, and able to carry out coordination. The results show service culture especially accessibility of public information based e-government, management of community participation, and development of road infrastructure is not maximized yet (Table 3).

Some of causes are not optimal on organizational culture in the public service among others, first, lack of coordination and cooperation between team and other work units and openness in communication with public. Second, lack of clean culture and accountability. It causes low organizational culture in providing information technology services and management of public information on destruction of roads / highways in Sidoarjo Regency. This issue is also concern and discussion topic in the preparation of long term plan Sidoarjo Regency of 2015 - 2025, primarily bureaucratic reform become development priorities in Sidoarjo Regency. Third, community satisfaction are still not optimal, although includes well (76.11). The satisfaction is a measure of whether or not quality of service is provided by government to the community and realized bureaucratic reform that became one of development priorities.

The Affecting Factors of Cultural Services

To explain some variables that factor into effect on towards bureaucratic culture in public services, this analyzing is using multiple linear regression with SPSS 20. The variables are suspected to influence the bureaucratic culture in public services which is readiness, commitment, leadership, and structure organization. The results analyzing in Table 4 show that readiness, commitment, leadership, and organizational structure together significantly influence towards culture of Sidoarjo Regency government services to the community. It can be seen from F test (18.845) which has a value greater than F table (2.53) with errors significance 0.000.

Table 4: Influential Factors of Service Culture

No	Variable	Regression coefficient	T – count	Sig
1	Constant	2,325	0,507	0,614
2	Readiness	-0,113	-1,626	0,110
3	Commitment	0,038	0,509	0,613
4	Leadership	0,139	4,085	0,000
5	Organization Structure	0,250	5,589	0,000

Information:

N	: 60	R	:0,760
R Square	: 0,578	Adjusted R Square	: 0,548
F count	: 18,848	df = 4	F table = 2,53
Sig α	: 0,05	Sig F	: 0,000
T table	: 2,00		
Durbin – Watson	: 1,65 < 1,739 < 2,35	(no autocorrelation)	
Data Distribution	: Normal		

equation model : $Y = 2,325 + (-0,113) \text{ readiness} + 0,038 \text{ commitment} + 0,139 \text{ leadership} + 0,250 \text{ organization structure}$

Predictors: (Constant), readiness, commitment, leadership, organization structure Dependent Variable: bureaucratic culture

Source: Processing Primary Data, 2014

Partially, there are two factors most influence on the culture of service, namely leadership and organizational structure of formalization in the form of standard operating procedures. The influence of leadership towards culture of services has a t value 4.085 is greater than t table 2.00 with errors significance 0,000. The determination coefficient of leadership influences towards culture of service 13.9%. This means that visionary leadership contributed significantly to quality of cultural service. The same statement is conveyed by other researchers who claimed that the leadership has contributed to the effectiveness of public services (Prasetyaningsih, 2000) as well as bureaucratic culture (Utaminingsih, 2006; Gani, 2006).

Organizational structure also affects towards culture of bureaucracy in providing public information services, management of e-government which have quality and community participation, as well as road construction amount t 5.589. Scores t is greater than t table 2.00 with errors significance 0.000. The influence of the organizational structure towards cultural service is also supported by coefficient of determination 25%. This means that any increase in the implementation of standard operating procedures that become formalization of service in the organizational structure can improve the quality of service to the public 25 units. The result of this analysis is also supported by other studies that state organizational structure has an important influence on the policy implementation to achieve the goals (Winarno,2002), effectiveness of services (Prasetyaningsih, 2009), and organizational performance (Suaedi, 2005; Kusuma, 2009).

Discussion

Readiness and preparation are done in a planned and structured can give effective results in public services and infrastructure development. Preparation efforts by local governments for information provision to the public and management participation of online media can be done in providing a blueprint in the form of master plan of e-government development, public information, public participation management, policy and strategy developed as a legal basis, infrastructure and information communication technology, the availability of human resources, budget allocation, work units that carry out, as well as information about regulations and policies to the related institution. Melitzki (2003) states that Government strategic planning and coordinated way in the department with supported by arrangement of appropriate human resources, adequate budget, as well as evaluating on ongoing basis to improve government performance be better.

The results of this research show that openness, availability, convenience, quickness, and ease in providing by Sidoarjo government to access on-line information are well (62.76%). Meanwhile, development and management of e-government are a form of governance that is transparent and accountable, its preparation is still not optimal yet (58.30%). It is also information management from public as a form of participation on development by team or part of organization structure, its results are still not optimal yet though included quite well/ready (51.47%).

The lack of budgetary allocation and provision of information communication technology infrastructure into one of obstacles Sidoarjo regency government in the development of e-government become not optimal yet. As a result, efforts to improve the quality of public services such as the provision of access to information based e-government can encourage community participation and development of roads to be hampered. The same statement by Kei Tat Ho (2002) and Moon (2002) state that factors that can inhibit the development of e-government which is lack of available budget, low ability of organization to perform transformation, digital divide, as well as inadequate staffing.

Analyzing and structuring of qualified human resources and productive in Sidoarjo Regency to be important in order to achieve the goals has been set by Medium Development Plan 2010-2015. Medium Term Development Plan Sidoarjo Regency mandates that the first priority on the development vision is bureaucratic reform and public services. So that, bureaucratic capacity building such as training, development, and arrangement of qualified human resources should be an immediate requirement. Staffing must also comply with job analysis and competency of each individual. The apparatus that have competence and qualified will contribute to the local government maximally in achieving society welfare and effectiveness of public services. The results show that arrangement of human resources available on the management of local government websites in order to ease of public access information and participation is not optimal yet (60.18%).

Realization of quality service need unit of work that has ability to carry out its mission and objectives to meet the needs of community. Without the ability, unit work with their duties and functions along with standard operating procedures, then determination of the goals can't be achieved effectively and efficiently. Thus, coordination among team work on the different work unit in the public management participation and accessibility of media information on-line is very important to do and not only considered important to talk about. The data in the field indicate that ability of work units in the management of public participation, website, and accessibility of information is still not optimal yet (51.37). Therefore, cooperation and team coordination among different work units should be better realized it. Work team spirit and compact can build synergy in producing a quality service and develop interaction.

Willingness and commitment of the government to implement and operationalize the policy associated with provision of public information access, management and development of e-government, management of community participation on development, and infrastructure development in Sidoarjo Regency can realize better bureaucratic culture. Commitment must be implemented by all levels of the organization ranging from the lowest level to the highest level. Commitment of Sidoarjo Regency governments in provision of information access, management and development of e-government, management of public participation, and improvement of road infrastructure are well.

Visionary leadership on bureaucracy determine success rate of development and quality public services. Leaders must be able to persuade and empower human resources and fund in order to achieve the vision and mission that has been set and improve the quality of local government be better in sustainable manner. Leaders must also be able to provide good service and oversee development process and its results that can be perceived by public.

So that, the leadership of the bureaucracy must meet minimum criteria such as having a vision forward on development, public services, development of e-government, as well as transparent and accountable performance, become a driver of change mindset, culture work, as well as behavior, capable of being driving togetherness among existing local government apparatus, capable of being driving openness between leaders to the subordinates or subordinate to the leadership and to the community, able to drive the cooperation between work units in the outside environment, risk-taking, and trustworthy. Some of the leadership characteristics can be implemented at least on the development of information access, e-government development, management of community participation, as well as infrastructure development. From the three components above, it can be described that capacity of Sidoarjo Regency government in providing access to information and manage of public participation in order to increase, it includes quite well despite less than optimal.

Managing public information based on online media can be accessed by public, it need coordination and patterns of clear relationship in accordance with applicable regulations without having to override interests of society as well as reducing quality of service. Who is handles, when and where, and what media is used to respond information from public as well as follow-up treatment such as something must become focus problem that isn't separated from task-related work units. So, the formalization of the activities are carried out should have standardization in the form of standard operating procedure that is determined by local government regulations.

Standard operating procedure on the organizational structure (read: bureaucracy) are important information accessibility and community participation management of in infrastructure development. Even Grand Design Reforms is contained in Indonesian Government Regulation number 81 of 2010 confirms that availability of Standard operating procedure and suitability of standard operating procedure with service process is one indicator of success of a quality service. Through standard operating procedure, all the series of activities are undertaken by local government officials to complete the work that was his job can be standardized. Standardization of formalization activities in the form of Standard operating procedure illustrates work capacity of local government staff based on rules, procedures, instructions, and flow of communication. Hopefully, achievement of targets in accordance with the plan (effectiveness) and accuracy of the efforts (efficiency) in the performance of duties and responsibilities of employees can be done well.

Bureaucratic culture is oriented “serve and not be served” must be cultivated in accordance with expected goals of bureaucratic reform. Indonesian Government Regulation number 81 of 2010 on Grand Designs of Bureaucratic Reforms explained that purpose of bureaucratic reform is to build profile and behavior of apparatus that has integrity, productivity, responsible and have ability to service excellence through a change in mindset and work culture. The culture that is oriented to service excellence is the key successful of local government in implementing good governance. Quality culture in service should be essence of local government organizations as submitted by Callahan (2007) and Littlejohn (1999) that organizational culture is the essence of organizational life. Moreover, it is supported by information communication technology. Adoption of innovative e-government, for example, can make a positive contribution (Holden, 2003) for organizations in improving services, user satisfaction, and delivery of information (West, 2001), increased public participation (Afriani and Wahid, 2007; Moon, 2002), and accountability (Wibisono, 2006).

The era of information communication technology has alerted public about the importance of open communication and accountability of the organization. Openness of communication within organization refers to willingness to share ideas and information freely (Robins, 1996) between leaders and subordinates (downward communication), except for confidential information, or otherwise between subordinate and leadership (upward communication). Openness of communication both downward communication and upward communication can improve performance of individuals or teams within organization (Wibisono, 2006) as well as can increase credibility and trust of community to the local government (Shockley-Zalabak, 2006).

Openness and honesty is one of components of transparency that is also able to contribute towards level of public trust in the local government organization. Dominant dimensions not only amount and accuracy, but also sincerity, availability of adequate information, and information appropriately that is communicated to the public through media. In addition, it can be done by ready accessibility of information, easily accessible, freely available and timely in order to evaluate and monitor public services and infrastructure development in Sidoarjo Regency. Transparency is a barometer to measure degree of organization openness in sharing information with stakeholders to make a decision. This means that every organization must be able to take responsibility and transparency in conveying information official.

Accountability as a responsibility form of service results played an important role in the growth of the organization better. Accountability can be done by staff towards work unit, leader towards subordinate and community. Empirical data on local government accountability in Sidoarjo Regency, based on assessment of local government employees in Sidoarjo Regency include worse (27.22). It can also be showed by Performance Accountability Report 2013 which has been compiled and published by each unit of work through official website of Sidoarjo Regency government. The work units that have been compiled and published Performance Accountability Report in www.sidoarjokab.go.id domain consists of Local Development Planning Agency; Agency of Community Empowerment, Women, and Family Planning; Agency of public works irrigation; and Inspectorate Sidoarjo Regency.

Teamwork and coordination are essential conditions that must be achieved. Both of them became unity that must be integrated successfully in local government organizations to realize the excellent service. Individuals in local government unit also must be able to cooperate and coordinate at each level of management to respond to the changing environment include demands a good quality of road infrastructure, public information services, as well as the development of e-government.

Conclusion

The conclusion of this research, as follows:

1. Level of public information access through e-government media in the Sidoarjo Regency is well (71.01%). Access of information is encouraged by openness of public agency actively in informing community whether requested or not; availability of information both quantity and quality as well as media that are used to inform and obtain information; ease in using media to obtain information quickly, accurately, low cost, easy to understand, and simple way/procedures; quick to download/obtain information; and convenience to obtain/convey information or interact with government.
2. Bureaucratic capacity in provision of access to public information, e-government development as media of communication and information, public participation management of media website, as well as the development of road infrastructure in Sidoarjo Regency are quite well and adequate (59.85%). Its capacity includes several components, namely readiness, commitment, and leadership on the public service. Readiness is accompanied by willingness or strong commitment from local government will be able to realize the better service. This commitment is also to be held not only at the level of work unit leaders, but also the staff. Therefore, leadership has significance on the development of bureaucratic capacity in Sidoarjo Regency. Leadership character will be able to encourage change management in the public service of better quality. It can be done through leadership that has a vision for future, become agents of change, driving force of togetherness and openness as well as cooperation between existing teams, risk-taking, and trustworthy. Leadership change in accordance with vision will have an impact on the quality culture in service and realize good governance.
3. Good bureaucratic culture is a reflection of quality of services that is provided by local government to the community, such as services, goods, and administration. Bureaucratic culture to provide services to the community related to management and provision of public information openly, accurately, according to the needs in Sidoarjo Regency is not according with expectation (45.79%). Although it is not optimal yet, bureaucratic culture should be a serious concern to get improvement.
4. Formalization in the form of standard operating procedures related with accessibility of public information based on e-government has an important meaning. A bureaucratic structure that tend to swell and duties and function of inter-agency of that is overlap often leads to officer relationship becomes unclear and complicated. So that it should be prepared and implemented properly. Formalization become main elements in the organizational structure of this research still not as expected, i.e. 51.86%.
5. Readiness, commitment, and leadership become a component of bureaucratic capacity and organizational structure affects towards quality of service culture. Those four factors affects towards culture of service 54.8% with errors significance 0.000. Partially, two most influential factors towards bureaucratic culture in public services are leadership and organizational structure. The influence of leadership towards service culture is 13.9% with errors significance 0.000. The influences of organizational structure towards cultures show coefficient 25% with errors significance 0.000.

Recommendation

Based on those research results, recommendations can be submitted to the Sidoarjo Regency government are:

1. Bureaucratic capacity in public service needs to be improved, especially transformative leadership in each regional work unit. Transformative leadership capable in carrying Sidoarjo Regency achieve vision and mission that has been set, namely Sidoarjo independent, prosperous, and civil. Visionary leadership is not to be started from the highest level as regent, but visionary leadership must be growth from bottom up to the highest level. Essentially, every people are a leader who has responsibility in accordance with their respective capabilities.

2. Standard operating procedures are not standardized routines in a document without implementation at all. Standard operating procedures should be implemented properly because it has enacted through regent regulation. Regional work unit that do not have Standard operating procedures should arrange and implement immediately, in accordance with the agreed and standardized in the document.
3. Several things that need to be improved in the organizational culture is responsibility of staff to the unit of work, leader, and community; openness in communication between inter-leader, subordinates and leader or vice versa, employees with community; as well as cooperation and coordination with other teams or work units.

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