

Three forms of service in "Portal Emas Probolinggo" as e-government entities with state administrative ethical principles

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ABSTRACT

The government has responsibility for public sector services. The public services are intended to provide convenience and assistance to the public regarding what they need and to achieve an objective. Public services must understand and meet the community's needs regarding services, goods, and administration that need to be carried out properly. The forms of service can be verbal or written, or direct action. The governments, both local and central governments, need to improve the quality of service delivery. Therefore, the Probolinggo City Government had a strategy of providing quality public services. This public service innovation was called the "Portal Emas". The Portal Emas concept is a public service by implements three service forms in a digital application. The author researched the implementation of the Portal Emas as an application for public sector services. The objective was to find out whether the Portal Emas applied values to state administration ethical principles or not. The research was conducted using descriptive qualitative methods. The data was obtained through literature research as the primary source. This research collected scientific research related to public sector services and forms of service, then connected it with the state administration's ethical principles to determine that public service programs have well met the public services indicators. Therefore, public services could be known through the Portal Emas in Probolinggo City under the state administration's ethical principles by implementing three service forms in the Portal Emas application.

Keywords:

Digitization; Public Administration Ethics; Service

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INTRODUCTION

Government intervention has an important capacity in providing good public sector services. The government's role in public services is stated in Law Number 25 of 2009 concerning public services. The law explains that a public service is a form of a series of activities to fulfill the citizens' and residents' needs by providing goods, services, and administrative services.

According to Government Regulation Number 96 of 2012 concerning Public Services, public sector services can be classified based on the service process, product characteristics, and nature. There are three forms of service. One of them is administrative service. The service unit organizes this type of service to record research activities, decision-making, documentation, and other administrative activities. Examples of products in administrative services include certificates, permits, recommendations, written statements, etc. Furthermore, goods service is organized by a service unit that provides tangible physical materials and direct distribution to the public. This type of service serves the community by providing goods or physical products—examples of products in goods services: electricity services, clean water services, and telephone services. Meanwhile, service is organized by a service unit that provides facilities, infrastructure, and supporting facilities. Examples of products in services include transportation services, health services, security services, etc.

Public service is an effort to provide convenience and assistance to the public to get what they need and achieve a goal. Groups and bureaucracies or state agencies can carry out services. Some service providers come from the government, the private companies, or government and private company cooperation (Rukmana & Susanti, 2015; Saho, 2013; Sukma *et al.*, 2019; Azhar *et al.*, 2010).

Public services can be carried out in three forms, such as verbal service, written service, and direct action service (Batinggi & Badu, 2014; Podungge, 2004). The forms of these activities can be seen in the differences in services. The first form of service is verbal service, which is a form of service by officers in public relations, information services, counseling services, and other fields whose job is to explain to the public who need services. The service requirements to make verbal service successful and of good quality mention that the officers should understand the scope of the workspace and program so that they can overcome service problems; they should have communication skills to explain to the public smoothly, precisely, clearly, and easily understood; furthermore, permanent professional staffs should provide services by explaining a matter; officers should always be polite, courteous, friendly, disciplined, and do not neglect their duties.

The second form of service is a written service. It is a form of service that has a significant role. In the era of information technology development, the service system implements an online service system. It does not have to be face-to-face at the service office and can even serve remotely. Services with writing are divided into two types. The first is an information guide that can direct the interested public to facilitate management. The second is services by producing written documents or reports, notifications, and others. Services in written form are carried out with speed and accuracy in completing tasks in typing, signing, and sending to the person concerned. Written services provide benefits in the form of convenience for the public concerned, such as avoiding ineffective questioning of officers, streamlining affairs, and cutting time for officers and the public. They can direct the public precisely and quickly. The third form of service is service with direct action. It is an action-oriented service needed by the public. Services prioritize service actions as actions or results, not waiting for explanations and verbal or writing abilities. Officers who play roles in this service should have the ability, skills, and expertise under the scope.

Public services must understand and meet the community's needs. Community needs will be fulfilled optimally if the public sector service provides services with good service indicators. Public sector service indicators are *Tangible* (physical evidence), *Reliability*, *Responsiveness*, *Assurance* (guarantee), and *Empathy* (Harfika & Abdullah, 2017) under the Decree of the Minister for Empowerment of State Apparatus No. 63 of 2003 concerning general guidelines for implementing public services. The regulations contain public service procedures and requirements, the officers' abilities, speed of service completion, fairness

without discrimination, definite and official fees, and the public service schedule arrangement. The achievement target is that the Indonesian government apparatus provides public sector services properly following the community's wishes and demands.

Service quality improvement also continues to renew, especially in line with the regional autonomy policy. It provides an opportunity for each region to organize and manage public services oriented to their local communities' interests. The concept of public services in the regions, namely the implementation, is based on the local community's aspirations. The concept is relevant to the principle of regional autonomy, which prioritizes the community's welfare in the region (Achmadi, 2015).

The quality improvement of public sector services is important to prioritize, including the central or local governments. The reason is that the community wants a more efficient and effective quality of service. The public's will for public services that have good quality and can overcome complicated public services, time-consuming service processes, costs outside of official provisions, and other service problems. Local governments are responsible and continue to strive to provide good quality services to the community. The assessment and satisfaction of the community is a measure of the success of public sector services.

Local government strategies to achieve quality public service indicators can apply the state administration's ethical principles (Parsaoran, 2017). A set of values in bureaucratic ethics can be used as a reference and guide for the public bureaucracy in carrying out its duties and authorities, namely efficiency. Efficient bureaucracy should be efficient or have no waste. There is an attitude to sort out individual property with an agency or institutional property. The administration of the bureaucracy is obliged to use office resources and may not be for personal interests; impersonal. The bureaucracy administration establishes a formal cooperative relationship under the organization's auspices and interests; the *Merytal system*. The bureaucracy administration relates to staffing, so employee recruitment and promotion quality need to be considered to get professional and skilled employees. Implementation of recruitment and promotion is based on knowledge, skills, attitudes, abilities, and experiences; *Responsible*. The administration of the bureaucracy must be based on the responsibility in carrying out the duties and authorities; *Accountable*. The administration of the bureaucracy must be objective; *Responsiveness*. The bureaucratic administration is more sensitive and nimble to complaints, problems, and public aspirations.

This research aimed to analyze the *Portal Emas* application in Probolinggo City to realize verbal, written, and direct action services with the State Administration Ethical Principles. Implementation of services in applications towards digital services by the Probolinggo City Government is intended for the community's welfare in Probolinggo City.

METHOD

This research used the descriptive qualitative method. The research procedure was descriptive data derived from written or spoken related to the observed object (Moleong, 2017). This research was systematically designed as inductive research by searching and collecting data in the field. This technique aims to understand the factors, elements, and nature of phenomena that occur in society (Nazir, 2003).

This research model was conceptual research. Its purpose was for theoretical expansion (Yadav, 2010). Conceptual research could demonstrate theoretical synthesis, develop and update conceptual ideas or work designs, and focus on core aspects that have not been highlighted. The research technique for obtaining research data was a literature review. The main idea of this methodology was a study of existing and relevant scientific research and reassembled through a narrative form to describe the research topic (Clark et al., 2021).

This research collected previous scientific research related to public sector services and forms of service in general, then related them to the state administration's ethical principles to determine whether a public service program has met the indicators of public service well. The basic data used to search for literature review was *Google Scholar* data. A collection of journal findings and scientific research was arranged narratively to understand the implementation of public service programs, which could be called public services, by fulfilling the public administration's ethical principles.

The qualitative descriptive method reduces, presents, and concludes research data (Sugiyono, 2019). The data reduction stage was the process of researchers focusing and paying attention, simplifying and making abstractions from the raw data that had been collected. The data presentation stage unified and organized data that had previously been reduced to make it easier to comprehend and understand. At the data conclusion stage, the researcher provided conclusions on the data phenomena that have been validated in the previous processes.

Seven academic literature reviews were relevant to the literature selection criteria. *First*, Wakhid's (2017) research explained public service reform in Indonesia. *Second*, research by Purwanto *et al.* (2016) stated the principles of public service according to the mechanism and SOP (*Standard Operating Procedures*) for public services. *Third*, Dwimawanti (2004) explained the quality of public services related to the Parameters of the Success of Regional Autonomy. *Fourth*, research conducted by Podungge (2004) described three forms of public service in general, *i.e.*, verbal, written, and action services that could be applied simultaneously in public services while at the same time oriented to the more effective and efficient ethics of public administration. *Fifth*, research by Batinggi & Badu (2014) on the Public Service Management book contains forms of services commonly applied to the public. *Sixth*, Ismanto's (2012) research was about Revitalizing Administrative Ethics as a Manifestation of the "New Public Service" Paradigm in Governance. *Seventh*, this research looked for literature, information, and direct review on the latest application in Probolinggo City called *Portal Emas* because this research aimed to analyze the *Portal Emas* program in Probolinggo City to serve the community with three forms of service at once and its relevance to the state administration ethical principles towards *e-government*.

RESULT AND DISCUSSION

The Department of Communication and Information provided the latest innovations in the Probolinggo City. The digital service was called the *Portal Emas* Application (*Probolinggo Digital Melayani Masyarakat* or Digital Probolinggo Serving the Community). The *Portal Emas* application served the community to manage files and things used at the village, sub-district, and related offices (Humas Pemerintah Kota Probolinggo, 2021). All forms of service were done through online access. The *Portal Emas* application could be felt by all communities of Probolinggo City in five sub-districts so that all communities could experience administrative services that were easy, fast, transparent, accountable, and integrated in *real-time* from the Neighbourhood (RT), Hamlet (RW), Village, and sub-district levels. Examples of services that could be accessed through the *Portal Emas* included the online processing of birth certificates, death certificates, business certificates, behavior certificates, and others.

The *Portal Emas* application's advantages included ease, flexibility, and fast service times. The application shortened the management process to just 40 minutes. Another advantage was that it made it easier for the community to take care of a need by minimizing the ambiguity of the procedure and minimizing the practice of Corruption, Collusion & Nepotism (KKN), including illegal levies. *Portal Emas* served 32 types of services with the

inclusion of an electronic signature (TTE). They included QR-Code following guidelines and official documents from the National Cyber and Crypto Agency (BSSN) (Humas Pemerintah Kota Probolinggo, 2021).

The *Portal Emas* application could be downloaded on mobile phones by downloading the application through the *Playstore*. There were three applications called "*Portal Emas*", including *Portal Emas RT/RW* (for neighborhood or hamlet), *Portal Emas Pegawai* (for Employees), and *Portal Emas Warga* (for Citizens). Therefore, it would be easier for residents if they entered the special application for residents according to the instructions on the application. People must log in and register an email to use the application.



Figure 1. Application of the *Portal Emas Warga* (for Citizens)
Source: Author's documentation



Figure 2. Login to the *Portal Emas RT/RW* (for neighborhood/ hamlet) Application
Source: Author's documentation



Figure 3. Login to the *Portal Emas Pegawai* (for Employees) Application
Source: Author's documentation

1. *Portal Emas* Implemented Three Forms of Service The *Portal Emas* Served Verbally

The Probolinggo City community could receive services verbally. If there were complaints or questions regarding the use of the application, residents could submit complaints and delation (Public Relations of Probolinggo City Government, 2021). The public could connect to officers through voice calls, not only in written form. Furthermore, Probolinggo City residents submitted complaints via telephone to the officer and could be directly directed by the service officer.



Figure 4: Complaint Service Features on the Portal Emas Application that served verbally
Source: *Application Documentation*

Portal Emas Served in Written

The Probolinggo City community could receive services in writing. It was the main service in the *Portal Emas*. The community who needed to manage files, documents, or letters easily used this application without coming to the office or agency (Humas Pemerintah Kota Probolinggo, 2021). The public did not need to deliver the required documents to the office. They only needed to send or upload documents online through the application. There were 32 services provided and would continue to be added by the Probolinggo City Government. All fields could be accessed in the *Portal Emas* application, such as services at the village and sub-district level, health services, and services at public service malls. Even the public could queue online through the application.

Services were directed through images and writing that Probolinggo residents easily understood. All directions were on the service menu. Residents were directed in writing, starting from the service list, on how to upload documents. Residents could monitor the service process by entering the mail process queue feature. It would be in the letter validation column after the document was complete. In addition, there was a service letter report column and activity monitor. Residents received services that were easy to understand and easy to administer.

The service was not only on referrals for residents, but documents could also be downloaded and sent via registered *email*. Documents such as Birth Certificates, Domicile Letters, and other letters or documents were required by Probolinggo City residents.

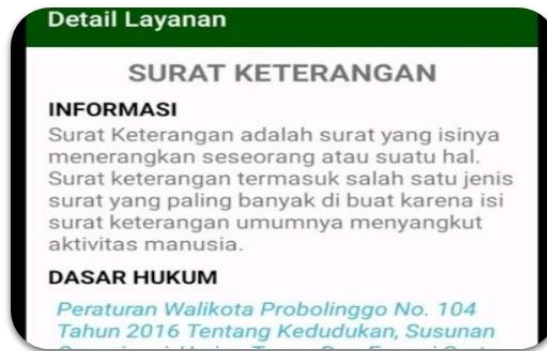


Figure 5: Service Features with Written Instructions on the *Portal Emas* Application that served in writing
 Source: *Application Documentation*

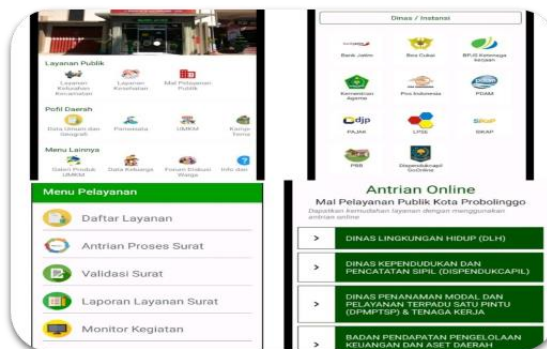


Figure 6: The display of the *Portal Emas* application and the service column was according to the Institution
 Source: *Application Documentation*

The *Portal Emas* Served with Action

The Probolinggo City residents could receive services with the necessary actions. The *Portal Emas* was not only for online complaints and instructions and online document creation (Humas Pemerintah Kota Probolinggo, 2021). Applications continued to be developed to overcome problems for the community's convenience. The *Portal Emas* application served physical services such as State Electricity Company (PLN) and (Municipal Waterworks) PDAM services. If there were problems with residents, they could be reported and directly handled by the relevant agencies. Likewise, for health services, *Portal Emas* also connected services to health services and (Social Insurance Administration Organization) or BPJS. All forms of follow-up services could be sent directly to the application documentation. Even *Portal Emas* provided a discussion forum for citizens.



Figure 7: Action Documentation Features and Community Discussion Forum
 Source: *Application Documentation*

In particular, all service activities in the *Portal Emas* application became the reference for the government's performance in serving the Probolinggo City community and following up on public sector services in Probolinggo City. Moreover, the officers' performance was positioned for each field according to the scope of their work, abilities, skills, and expertise.

The *Portal Emas* application was not only a form of service in three forms (oral, written, and direct action services) to realize *e-government* with digital public sector services. However, the *Portal Emas* application also applied the state administration's ethical principles. Its objective was to organize a bureaucracy by prioritizing values in bureaucratic ethics for realizing good governance with the concept of public services innovation and digitization to improve the community's welfare in Probolinggo City.

2. The Application of State Administration Ethical Values on the Portal Emas was as follows:

Efficiency

The efficiency value in the *Portal Emas* was applied to the efficiency of residents, neighborhood or hamlet (RT/RW), and employees simultaneously. It was all in the features of the *Portal Emas* app. Residents would find it easier to take care of things with the *Portal Emas* application without coming to the office and bringing files. Residents could also do it at home or anywhere and anytime. They did not need to wait for office hours and did not need to queue. Another convenience that residents felt was that the completion time was only 40 minutes—likewise, processing fees without any illegal fees or additional fees were not official. RT/RW also felt the efficiency of this application. The RT/RW could manage residents online without going back and forth in the management process. All forms of activities and reports could be done online. The process also facilitated employees or officers through the *Portal Emas*. The process did not have to be face-to-face. Everything was systemized and could be processed online. Signature matters did not need to wait for manual signatures because everything was digital, like an electronic signature. The whole process would shorten the time. It had been proven that the process could be completed in 40 minutes (Humas Kecamatan Kademangan, 2021; Humas Pemerintah Kota Probolinggo, 2021).

There was an attitude to distinguish the personal property from office Property

This value was applied from the beginning of the inauguration of the *Portal Emas* application. It was proven by different applications between residents, RT/RW, and employees. It could show the differences in this application which aimed to avoid the attitude of abusing the application both as citizens, RT/RW, and employees. Even RT/RW, during the socialization of the *Portal Emas* Application program, distributed 8 GB of data package assistance every month specifically intended for public services (Humas Kecamatan Kademangan, 2021; Humas Pemerintah Kota Probolinggo, 2021).

Impersonal

Impersonal value in the *Portal Emas* application was obtained by collaborating with all institutions. The administration of the bureaucracy established a formal cooperative relationship under the auspices and the organization's interests for the community's welfare. For instance, in one application, the community could take care of health needs by involving the health office and BPJS, managing population documents by involving *Disdukcapil* (Department of Population and Civil Registration), taking care of business permits, and other trade matters involving affairs and agencies related to MSMEs. This application specifically included the role of citizens, RT/RW, Village, Sub-

district, and related agencies. The entire flow of managing interests worked together and was interconnected with the *Portal Emas* application connection (Humas Kecamatan Kademangan, 2021; Humas Pemerintah Kota Probolinggo, 2021).

Merytal system

The *merytal system* value was applied to the placement of employees to process services, complaints or delation, and actions. The *Portal Emas* Application was used to design applications and programs with employee placements tailored to the knowledge, skills, attitudes, abilities, and experiences. Application managers were handed over to competent employees in the IT field. Furthermore, officers who received complaints or delation were those who could communicate and explain well. Additionally, administrative officers who managed community documents were directed according to the community's needs (Humas Kecamatan Kademangan, 2021; Humas Pemerintah Kota Probolinggo, 2021).

Responsible

The management indicated the *Responsible* value applied to the *Portal Emas* application from the RT/RW, village, sub-district levels, and agency employees as administrators working with responsibilities in carrying out their duties and authorities. The head of the RT/RW had a special *Portal Emas* application to manage and respond to the residents' needs. All features were used specifically for RT/RW to manage according to their responsibilities and authorities. The same was true at the village and sub-district levels. The officers also worked well, as shown by the management process in detail, systematically, and deftly. The whole process was completed quickly and without delay. They were completed within 40 minutes (Humas Kecamatan Kademangan, 2021; Humas Pemerintah Kota Probolinggo, 2021).

Accountable

No service discrimination indicated *accountable* value on the *Portal Emas*. All registered residents could use this application and felt the same service. RT/RW was required to report and take care of the administrative residents' needs, which was continued at the village and sub-district levels, finally being handled by the officers of each institution. There were no regional differences and discrimination among all residents in every village and sub-district, and there were 1,228 Neighbourhoods and Hamlet heads who handled the residents' affairs and needs. If there were violations and complaints, residents could submit reports and complain to existing applications or directly to the relevant institutions. All reports would be responded to without discrimination (Humas Kecamatan Kademangan, 2021; Humas Pemerintah Kota Probolinggo, 2021).

Responsiveness

The *Responsiveness* value on *Portal Emas* was shown by providing a special feature for complaints and a citizen discussion forum. These two features were intended to handle residents' complaints, cases, and problems quickly. All could be reported, and related evidence could be sent. Specifically, the citizen discussion forum was intended to convey the community's aspirations (Humas Kecamatan Kademangan, 2021; Humas Pemerintah Kota Probolinggo, 2021).

CONCLUSION

The "Portal Emas" application reflected service innovation in the public service sector in three forms of service, namely verbal service, written service, and the action service in Probolinggo City. Implementing the *Portal Emas* program was feasible in public services and was also a form of *E-government* with the State Administration Ethical Principles. State administration's ethical values were efficiency, attitude to sort individual property from agency or institution property, impersonal, *merytal system*, *responsible*, *accountability*, and *responsiveness*. *Portal Emas* prioritized the community's interests and welfare by absorbing the ethical values of state administration to minimize mal-administration, minimize corruption, collusion, nepotism, and illegal fees, minimize abuse of authority, avoid rights discrimination, minimize neglect and file delays, and at the same time realize collaboration between lines, levels, and fields.

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