

Digital Communication: e-Government Representation in Establishing Government Employees' Loyalty

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Abstract: *Aims to identify the reference for government employees' loyalty in the Surabaya city's e-Government program. This study represents the perspective of the author based on observations and documentations. Researcher found that post-implementation of the e-Performance program, employees always strive to work optimally and loyally to obtain maximum points through hard work and attempts to pursue their achievement goals in order to increase their income. Furthermore, employee welfare is guaranteed through performance-based payroll using the e-Performance program.*

Keywords: Representation; e-Government; e-Performance; Loyalty

1. Introduction

The government plays a significant role in providing public services, making it a top priority, and ensures numerous facilities and services available always prioritize public satisfaction, effectiveness and efficiency in its management. This is the essence of the government's attempts to provide only the best to the community by improving its services, one of which is through the creation of an information technology-based system which integrates different government institutions to improve their services. A form of service provided by the government is the development of e-Government concept at every level of government agencies.

The e-Government program is a process where the use of information technology helps the government's performance in improving community services, thus minimizing obstacles. The program also aims to make the government process run transparently and the community can directly assess the performance of each agency. One form of information and communication technology support in supporting government administration starts from bridging communication between the government and the community (Government to Citizen), the government with business circles (Government to Business), and the government with government agencies [1]. In addition, standardization of e-government becomes more detailed because it refers to the standardization of data models and interfaces that will be implemented [2].

Surabaya is the capital of the province of East Java and the second largest city after Jakarta. Based on the 2010 Statistics Indonesia Population Census Results on Population According to Gender and Age Group, Surabaya City has a population of more than 5 million and is capable of being a pioneer in the use of e-government because it is considered to have implemented e-Government well in improving city government service performance for the community. The program aims to make it easier for the public to access government services more effectively and

efficiently while ensuring transparency of the budget and procurement process.

However, behind the success of Surabaya's e-Government in serving the community, the city government also saw that the performance of government employees was still inadequate. This raises complaints in the community for the relevant SKPD. Here are the community media in channeling their aspirations and SKPD that receive the most complaints from the public in terms of Civil Servants (PNS) performance in the City of Surabaya:

Table 1.1: Public Complaints Media in January 2018

No	Media	Qty
1	Twitter	116
2	Website (e -Wadul)	83
3	Sms	76
4	Facebook	38
5	Instagram	26
6	Telepon	11
7	Sapawargasby and lapor.go.id	7
8	Printed Media	7
9	Email	7
10	Direct attendance	1
Total		372

Source: Surabaya City Government Communication and Information Agency 2018

Table 1.1 is a comparison table of the use of media to submit community complaints that are monitored by the Surabaya City Government. These media include: Twitter, website (e-Wadul), SMS, Facebook, Instagram, telephone, Sapawargasby and lapor.go.id, print media, e-mail and direct attendance. In the period of January 2018, the most widely used public complaint media was through the official Surabaya City Government Twitter, which amounted to 116 retweets.

Table 1.2: Top 5 Most Complained SKPDs by the Public in Surabaya, January 2018

No	Name	Qty Complaints
1	DKRTH	40
2	DPUBMP	32
3	Disdukcapil	30
4	PDAM	13
5	Dishub	9

Source: Surabaya City Government Communication and Information Agency 2018

Table 1.2 above shows a comparison of the 5 SKPD that received the most complaints from the people of Surabaya City in the period January 2018. In January 2018, SKPD that received the most complaints from the people in the City of Surabaya were Surabaya City DKRTH (40 Complaints) and Surabaya City DPUBMP (32 Complaints), followed by Dispendukcapil (30 complaints), and finally PDAM (13 complaints) and Dishub (9 complaints).

An agency within the scope of the Surabaya City Government that has implemented the e-Performance system is the Surabaya Population and Civil Registration Service. Although the Surabaya Population and Civil Registry Service has implemented an e-Performance system to improve employee performance, there are still a number of problems that indicate that the performance of its employees has not been truly maximized or increased. The Population and Civil Records Service continues to receive complaints from the public. The number of complaints and percentage can be seen in the following diagrams and tables:

**Chart 1.3:** Complaints to the Surabaya City Population and Civil Registration Service in January 2018

Source: Surabaya City Government Communication and Information Agency 2018

Diagram 1.3 presents data on complaints addressed to the Surabaya City Population and Civil Registration Service in the period January 2018. The categorization of the problems includes: e-KTP, marriage certificate, KK and others (moving out, birth certificate and T4 residents). In this period, the problem that most people complained about was e-KTP, totaling 19 complaints. Based on the table and diagram above, even though the Population and Civil Registration Service has implemented the E-Performance system in accordance with the applicable legislation in order to improve employee performance, there are still many complaints coming from the public regarding the performance of employees in 2018.

Various public views regarding low quality of the civil servants' work performance of at central and local government levels have encouraged the government to carry out proper supervision to control the quality of its employees. At present the government is initiating reforms in professional and high integrity bureaucracy management as public servants through the concept of e-Government. In e-Government there are various important criteria/points that must be carried out by agencies or institutions to provide maximum service to the community, including: a) Efficiency and effectiveness; b) Transparency; c) Accountability; d) Reducing operating costs; e) Facilitating the democratic process; f) Improving decision making; g) Greater access to information.

Furthermore, the Surabaya city government designed an application in accordance with Mayor Regulation No. 21 of 2015 concerning technical instructions for giving performance money to direct expenditure PNSD in the Surabaya City Government. The application is e-Performance, which is a performance management information system that is used in order to assess employee performance performance that is more objective, measurable, accountable, participatory and transparent, so that employee management based on work performance and work career system in the Surabaya City Government Environment can be realized.

Of the various e-Government results programs currently underway, researchers want to examine the existence of e-Performance programs. Because the program is considered the most important in terms of the performance of government employees, from the program researchers can see the performance of government employees and the achievement of a goal of an agency. The e-Performance program is the center of employee performance control. e-Performance also underlies the provision of rewards or payroll for employees who have worked well and vice versa, as a basis for giving punishment and upgrading for employees who are considered lacking in performance. Technically, the performance of employees who are serious in carrying out their duties and those who are not serious in carrying out their duties can be assessed using this e-Performance program.

2. Literature Review

2.1 Representation

Representation is the production of meaning through language, through language (symbols, written, oral, or drawing symbols). In this way one can express their thoughts, concepts, and ideas about something (Juliastuti, 2004). The concept of representation can change; there is always a new meaning and outlook in the concept of representation that already existed. Because the meaning itself is never fixed, it is always in the negotiation process and adjusted to the new situation. In essence, the meaning of something is never inherent in this world, but constructed, produced, through a process of representation. It is the result of the practice of marking, a practice that makes something meaningful to something (Juliastuti, 2004, p.1).

According to (Goldin, 2002), representation is a configuration (form or arrangement) that can describe, represent, or symbolize something in a way. Representation is also something that represents, describes, or symbolizes objects and or processes (Rosengrant, 2007).

2.2 e-Government

According to Heeks in Achmad Djunaedi (2002), e-Government is defined as the use of ICT to support good governance. Furthermore, the e-Government covers the following:

- 1) e-Administration
To improve the governance process by saving costs, by managing performance, by building strategic connections within the government itself, and by creating empowerment.
- 2) e-Citizen & e-Services
Connecting citizens with the government by talking with citizens and supporting accountability, by listening to the community and supporting democracy, as well as by improving public services.
- 3) e-Society
Building interactions outside the government through better cooperation with the private sector, developing communities, establishing cooperation with the government and civil society.

According to Richardus Eko Indrajit (2005: 18) at least 6 (six) important components must be considered in the application of e-Government, namely:

- 1) Content Development: Regarding application development (software), selection of technical standards, use of programming languages, database system specifications, user interface agreements, and so forth.
- 2) Competency Building: Regarding the procurement of human resources, training and competency development as well as the expertise of all levels of human resources in various aspects of government
- 3) Connectivity: Regarding the availability of communication infrastructure and information technology in locations where e-Government is implemented
- 4) Cyber Laws: Regarding the existence of the legal framework and tools that have been applied in relation to the ins and outs of e-Government activities;
- 5) Citizen Interfaces: Regarding the procurement of Human Resources and the development of various access channels (multi access channels) that can be used by all communities and e-Government Stakeholders anywhere and whenever they want.
- 6) Capital: Regarding the capital pattern of e-Government projects that are carried out mainly related to costs after the project is completed, such as for maintenance and development purposes, here the team must think about the types of revenue models that might be implemented in the government.

2.2.1 Presidential Instruction Number 3 of 2003

Presidential Instruction No. 3 of 2003 concerning National Policy and Strategy for the Development of e-Government.

This Instruction was issued under the following consideration:

- 1) That the rapid advancement of communication and information technology and its potential utilization have opened up opportunities for accessing, managing and utilizing information in large volumes in a rapid and accurate manner.
- 2) That the use of communication and information technology in the government process (e-Government) will improve the efficiency, effectiveness, transparency and accountability of government administration.
- 3) That in order to carry out good governance (good governance) and improve effective and efficient public services there needs to be policies and strategies for the development of e-Government.
- 4) That the implementation requires a common understanding, simultaneity of actions and integration of steps from all elements of government institutions, therefore the Presidential Instruction is deemed necessary for the implementation of national e-Government development policies and strategies.

2.3 e-Performance

Performance is a performance management information system in order to assess employee performance that is more objective, measurable, accountable, participatory and transparent. E-Performance is a performance management information system in order to assess employee performance performance that is more objective, measurable, accountable, participatory and transparent, so that employee development based on work performance and work system of civil servants (PNS) work can be realized.

There are 3 applications of e-performance in all agencies under the auspices of the Surabaya City Government with several objectives. (The Surabaya City Government's e-Performance seminar, 2010) explained the objectives of e-Performance as follows:

- 1) As a form of concern by the Surabaya City Government in shaping the work culture of a professional and integrity bureaucracy established through the development of integrated performance systems.
- 2) As an evaluation method for performance contracts held at the beginning of each year as a form of institutional and individual consistency commitment in APBD management, and as a form of routine control and evaluation as a basis for decision making the following year.
- 3) As a form of routine control and evaluation as a basis for decision making the following year.

2.4 Loyalty

In general, loyalty can be interpreted as loyalty, dedication and trust given or addressed to someone or institution, which contains a sense of love and responsibility to try to provide the best service and behavior (Rasimin, 2009). Siswanto (2009) also holds the same opinion that loyalty is the determination and ability of individuals to obey, implement, implement regulatory rules with full awareness and attitude of responsibility. This is evidenced by positive

work attitudes and behavior. According to Siswanto (in Trianasari, 2005), there are several aspects of work loyalty that emphasize the work done by employees, including:

Compliance with the rules.

- 1) Responsibility to the company.
- 2) Willingness to work together.
- 3) A sense of belonging
- 4) Relationships
- 5) Passion for work

Pambudi (2009) also added that the five factors that become a benchmark for loyal or committed human resources, namely:

- 1) The employee is working at a certain company.
- 2) The employee knows the ins and outs of the company's business and its customers.
- 3) The employee plays a role in maintaining a profitable relationship between the company and its customers.
- 4) The employee is an intangible asset that cannot be copied by competitors
- 5) The employee promotes his company, both in terms of products, services, as an ideal workplace, performance excellence and attempts of a better future.

3. Method

This research was conducted with descriptive qualitative method to represent the e-Performance Program in shaping the loyalty of employees of the Population and Civil Registration Service of the City of Surabaya. The data taken is based on the Surabaya City Office of Communication and Information and the e-Performance procedure and assessment. According to Sugiyono (2009: 225), data collection can be obtained from the results of observation, interviews, documentation, and combination/triangulation.

Data collection techniques used by the authors use observation and documentation that strengthens research data. The data intended in this study are documents, files, books, letters, news and other documents related to research. After the data is obtained, the data is presented and then analyzed. According to Miles and Hyberman, qualitative data analysis consists of the flow of activities that occur simultaneously, namely by reduction, data presentation and finally by drawing conclusions (Salim, 2006: 22).

4. Result & Discussions

In the initial process of e-Performance, each employee was given the name of their respective positions. The title name is the result of a job analysis that takes into account the work weight, work responsibilities, and risks of their work. This is done to determine the position given to structural staff and employees. After the position is given, the points obtained by each employee vary depending on the name of the position they have. After that the employee will input the activities they have completed into e-Performance. Employees are given 15 days from the activities they have done to fill e-Performance. After the activity is entered, their supervisor will approve it if the employee has truly carried out the activity.

Points given for each activity they enter also vary depending on the level of difficulty of the activity. The e-Performance assessment consists of three factors, namely activities that have been carried out by employees, absorption of activity budgets, and competency tests. What is meant by the absorption of employees is the budget that has been spent for the implementation of activities in accordance with the budget plan in each quarter. The last stage is a competency test. At this stage the employee will be assessed by the employer, the employee will assess their fellow employees and their superiors. The results of the assessments above will be accumulated as the final points determining the amount of salary earned by the employee.

Performance Money Income on e-Performance

The minimum points that employees must earn to get performance money are 50 points. These points are the final points as a result of accumulation of several valuation factors. The salary given in e-Performance is based on the performance that has been done by the employee. If structural employees work optimally, the salary they get is more likely to be greater than employees who complete their tasks diligently. The multiplier unit at each e-Performance point is Rp. 3,500. The multiplier unit determined depends on PAD (Regional Original Revenue) and the ability of the region to provide performance money. Although what the Mayor wants for his pengalinya unit is Rp. 6,000, - the Surabaya PAD is only able to provide Rp. 3,500 for the e-Performance points multiplier.

The Role of Competency Tests in Organizational Relations

Competency tests are a type of assessment in e-Performance systems. The assessment is intended for employees and superiors. There are three assessments, namely employees assess employees, superiors assess subordinates and subordinates assess their superiors. With these levels, the questions given will vary depending on the level of assessment.

The mechanism is as follows: each boss will make an assessment of all his subordinates. Rating limits are 1 level below. After that the subordinates will assess the boss 1 level above them, and the last employee will be assessed by other employees. At this level, employees who are considered unable to know who is assessing them. The system will do randomization so that the assessor cannot choose the employee they value. However, the supervisor's assessment of his subordinates results in the most points in the assessment.

This makes employees more obedient to superiors. However, if their superiors play favorites with their subordinates, it will adversely affect the assessment. Assessment of competency tests also greatly affects the final points obtained because the competency test has a weight of 20 percent in the overall assessment. According to (Bangun, 2012: 236), the purpose of competency test is to improve good relations between employees, superiors and subordinates. He considered that in the assessment of organization, it is possible for various parties to the performance of an employee in the organization, including

assessment on fellow colleagues, on their superior and or subordinates.

Mechanism of Additional Employee Income (TPP)

TPP is a program created by the municipal government to reward employees who are disciplined in terms of working time, which is to come and go home on time. Reward given in the form of additional income given to employees. But if employees are often absent, they are absent from work, late to work or go home early, they will be punished by reducing additional income given according to their mistakes. TPP points for each employee vary depending on their respective positions. The name of the position given to them depends on the weight, risk, and responsibility of their work.

TPP is given every month, and the points assessed at TPP are the level of attendance and discipline related to working hours. Furthermore, the reduction in TPP was assessed from the record of absence of employees due to loss to follow-up, absent, permitted leave or illness, late coming to work and leaving work early. TPP recapitulation data is on the hands key of each SKPD.

TPP obtained from TPP varies. If the employee is diligent and is not given an average point reduction, then the TPP given is worth 2.1 million rupiah. For positions at the level of technical employees, one point on average gets TPP worth 3.6 million rupiah. For the higher level, the subdivision head, the average TPP is worth 5.5 million. From this it can be seen that the subdivision head gets the highest TPP compared to other employees because the responsibility as subdivision head is greater than as a staff member. It is the head of the sub-section who will later handle the staff.

Performance-based payroll through the e-Performance program

Performance-based payroll that has been implemented at the Surabaya City Government Secretariat through e-Performance has a good impact on employee performance. E-Performance is given every 3 months through 3 assessments, namely activities that have been done by employees and approved by superiors, absorption of the budget that has been made for program realization, and competency tests conducted at the end of each quarter. The competency test itself is an assessment given between superiors and subordinates, subordinates with superiors, and employees with employees. With the e-Performance program employees work more optimally and in accordance with organizational goals. This can be seen from interviews from several informants who said that there was a lot of enthusiasm on the part of the Employees to immediately carry out their work in accordance with the Technical Performance Indicators (IKT) or Staff Performance Indicators (IKS) provided. This enthusiasm is due to the salary they can only get after carrying out their work. Performance-based payroll is seen as very effective in improving employee productivity and employee morale. However, in its implementation there are several problems in employee appraisal, including:

First, in e-Performance there is an assessment called "assessment according to budget use". This assessment is measured by the budget absorption made for the realization of the activities of each section. So, each section / SKPD in each quarter has several plans that must be realized. The budget uptake that has been issued will be compared to the original plan. After the division, the value of budget absorption will come out. But there are differences in the absorption of the budget in the General and Protocol sections.

The General and Protocol Section has indeed had a plan that must be realized, but the budget is not absorbed maximally because some of the budget is used for other services if there are those who apply for funds for their activities. If many agencies do not propose activities to be funded in the General and Protocol sections, then the absorption that they spend certainly cannot reach the planned target, so the absorption of the budget they spend is unpredictable.

Second, to get money from the e-Performance performance, each employee requires at least 50 points from the accumulated points that have been obtained. If employees only get less than 50, then they will not get performance money. However, employees who have earned points above the maximum amount will get performance money equal to maximum points. This is very detrimental to employees who have points exceeding the maximum value but performance money that employees can not match the points they get. Therefore the program management needs to conduct a review to determine the maximum value obtainable by the employee.

Third, in the e-Performance there is an assessment called the competency test. This test is done after all employees in each section have recorded the activities that have been approved and budget absorption for the realization of the budget spent for each section through the e-Performance admin. After the admin reports that all data has been completed, the super admin from the program coaching section will open a competency test in each section. This test is intended for all employees, both superiors and subordinates. The boss will judge the subordinate, the subordinate will judge the boss and the employee will judge fellow employees. The most points are given for assessments given by superiors to their subordinates, while the assessment of fellow employees is done randomly. Thus, employees who are judged will not know who has assessed them.

Performance-based payroll through the Additional Employee Income Program (TPP)

In performance-based payroll, Additional Employee Income is provided through data assessment from the hands key. In TPP, the indicators assessed are employee absenteeism, employee discipline in terms of coming and returning from work, and often absent employees for several reasons. These data can be seen from the printouts owned by each employee. At the end of each month the financial part of each SKPD will be given a printout of each employee's key key in each section. After that the finance department will accumulate the percentage of points earned as additional

income through the multiplying unit given in accordance with the employee's position. In addition, the multiplier unit provided for additional employee income is given the area according to the ability of the Regional Original Revenue. For the city of Surabaya, the unit of payment is Rp. 3,500.

5. Conclusion

The impact of the e-Performance and TPP programs on the Surabaya City Government Secretariat is the change in the performance of employees who previously did not have a clear assessment measure and also the target of activities. Performance appraisal measures are used to assess the percentage of work that an employee has completed. The assessment is carried out through the e-Performance program, where the performance they have done and the achievement of the targets they have obtained can be measured. Competency tests are also conducted to measure employees beyond performance which are more related to relationships between employees, subordinates with superiors, and superiors with subordinates. Assessments generated from e-Performance will later be used to calculate performance money earned by employees.

After the program is implemented, employees always try optimally to get maximum points by diligently working on activities and trying to pursue achievement targets so that their income can increase. This is coupled with the increasing discipline of employees in terms of attendance at work, time of arrival and departure from work. This is perform to earn additional income from TPP.

From this impact it was also concluded that a new performance culture had been created in the bureaucracy in the Surabaya Government, where each employee had discipline, work spirit, task completion, employee performance, employee productivity and employee welfare through e-Performance and TPP programs. Through this program employee welfare is guaranteed by performance-based payroll. Employees become more focused and optimal in carrying out their duties because their welfare level has been met by the Surabaya City Government.

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