

## THE EFFECT OF IMPLEMENTATION VILLAGE SECRETARY POLICY TO BE ELIGIBLE CIVIL SERVANT REGARDING TO THEIR PERFORMANCE AND ITS IMPLICATION IN GOWA REGENCY, SOUTH SULAWESI

Udaya Madjid

### ABSTRACT

*The essential government function is giving services to the community, both on public and civil services. This study focused on policy implementation (X) with dimensions of policy content and policy context influence on employee performance (Y) with quantitative and qualitative dimensions, and the implications on the quality of service (Z) with cover five dimensions : tangible, reliability, responsiveness, assurance and empathy. Design research is an explanatory survey method with quantitative approach. Data analysis from 275 respondents through multi stage cluster sampling combined with simple and stratified random sampling and it process using path analysis. The results showed the fact findings to the development of Merilee S. Grindle' theory on the implementation of the policy by adding on it of the importance of perfect implementator policy to the achievement of outcomes.*

**Key words :** Policy implementation, performance and Servant quality

### A. Introduction

Law Number 32 year 2004 Article 202 paragraph 3 states that "the Secretary of the village referred to in paragraph (2) is filled by the eligible civil servant (PNS). Further more, the article explain that; "The underway secretary of village who are not eligible civi servant will be appointed as ones according to legislation of the law."

Its main purpose is to improve the orderly administration and the construction planning of the village, since thr a secretary who should have ability and experience in the field of Administration (offices, finance and planning), which in turn given ment of the village can improve services to the community as one of the principles of reinventing government. According to Wasistiono & Tahir (2006:5) one of reineting goverement goals is to modernize the governance of villages , so they could run the namely as an intermediate structure, a community service as well as change agents.

With regard to the achievement of the policy objectives to appoint understanding non eligible secretary of the village become eligible CIVIL SERVANT Kabupaten Gowa has not been achieved the goals as expected.. It can be reviewed from the complaints about poor performance and service that provided by he secretary of the village include:

1. The secretary of the village secretary was not in the Office at the time of office hours, so that the community difficult to get services needed. In fact there are some village office that only open at certain times only.
2. Several secretaries of the village found unable able to use the computer even manual typewriters.
3. Complicated procedure of service with untransparant service charge..
4. Book administration villages have not filled get and arranged as a set with a Permendagri No. 32 in 2006 about the administration of the village neither.
5. Most secretary of are village incapable to arrage budget revenue & expensive

of the village (APBD). According to Permendagri No. 37 year 2007 about the guidelines of the financial management of the village.

6. Most secretary of the village are uncapable to able to compile The Documents of Medium Term Development Plan (RPJM) and Village Development Work Plan (RKP) of the village.
7. Most secretary of the village found uncapable hasn't been able to develop rules (perdes) according Permendagri No. 29 of 2006 about the guideline formation and preparation of the Regulatory Mechanisms of the village.

### B. Conceptual Overview

Variable implementation of policy about adoption the secretary of the village became an eligible civil servant is measured by Merilee. Grindle Model (1980) determined by the content and the context of policy implementation. The basic idea is the implemnetationpolicy conducted after its transformation. Success is determined by the degree of implementability of such policies which largely determined by content of policy and the context of the implementation.

Variable performance of the secretary measured by the theory Nawawi's that suggests (2003:246) :

Standard criteria for measuring the performance of officers covering quantitative and qualitative aspects. Quantitative aspects include: (1) the process of working and employment conditions; (2) the time used to complete the work; (3) the number of errors in performing the work; (4) the amount of service served; (5) the types of of services. While the qualitative aspect consists of: (1) provision of work; (2) quality of work; (3) the level of working ability; (4) the ability to analyze data; (5) the ability of the

engine wear; (6) the ability to use the instruments; (7) the ability to efficiency of use the materials/stationery; (8) the ability to evaluate; and (9) the ability to plan.

The variable quality of service using the theory of Zeithaml, et. Al. (1990:26), also known as the dimension of the SERVQUAL (service quality) as follows:

1. **Tangible** : the appearance of physical facilities, equipment, personnel and communication materials
2. **Reliability** : the ability to perform the promised service dependably and provide prompt service
3. **Responsiveness**: willingness to help customers and provide prompt service
4. **Assurance**: the knowledge and courtesy of employees and their ability to convey trust and confidence
5. **Empathy**: caring, individualized attention the firm provides its customers.

Zeithaml (1990:...), on the introduction page of her book,states that service quality can be used and practiced for all types of organization service wheter profit or non profit oriented.

The relation of variable of implementation policy to appointment of secretary of the village and variable performance is based on the opinions expressed by Cheung in Burns (1994:260):

Payroll system (intensive/compensation) as a factor describing the conditions of the service. Conditions/services provided by the civil service is largely determined by factors of payment. Payroll provided as compensation for the time and effort that is poured out on the

job site (pay for work) and in return for the performance achieved and it can be a motivation against performance levels (pay for performance). Because of the rapid developments, government agencies need to change the paradigm of payroll and adjust payroll standards that exist in civil service with the criteria of the market (market mechanism). Cheung advocated the principles of 'comparability' or 'fair comparison' payroll systems in government institutions. This means the need for a fair balance with existing payment systems in private organizations.

While the performance variables relationship secretary of village and service quality measured based on a theory has been said Hatry in Keban (1995:1) that :

Work performance assessment is useful to assess the quantity, quality and efficiency of service, to motivate the bureaucrats implementers, to monitor contractors, about adjustments the budgets, to pushing the government to be more attentive the needs of the community demanded improvements in public services.

### C. Research Hypothesis

1. The influence magnitude of the policy on the implementation in order to appointment of the secretary of the village to become to eligible CIVIL SERVANT against the performance of the secretary of the village, is determined by the dimension contents of the dimension and the dimension of the policy context implementation.

2. the magnitude of the influence of sekretarisdesa on quality of service performance of the village, is determined by the dimensions of the quantitative and qualitative dimensions of performance of employees.

### D. Research Methods

The sample used in this study was 275 samples. The hypothesis will be tested using path analysis technical analysis and Linear Structural Relationship program (Lisrel). Based on the structure of those lines will be calculated how the influence of the free variable (X) against a variable between the (Y) and its implications on a bound variable (Z).

Before the results of the research questionnaire data used for the analysis further, first conducted the test data results of research to prove whether a measuring instrument that are used have the validity (validity) and reliability (reliability) to gauge what should be haven a measuring function, that is the function to test whether the questionnaire was carefully measured and exactly what it wants to be measured in this study. Based on the results of processing using Pearson product moment correlation (validity of the index) gained validity of test results that the validity of the index value at any granule statements greater than 0.30, these results indicate that all questions raised are valid and viable use for the analysis. While based on the results of the processing method using cronbach alpha-reliability test results obtained that all dimensions on all three of these variables give an indication that the reliability of the now used as gauges including on categories correlate strongly to each dimension. This is shown from the alpha value that exceeds the cut off which value is 0.6, so all dimensions is reliabe.

Testing hypothesis related research there is the influence of the

policy contents dimension and the context dimension implementation of the appointment to the village secretary on

performance, obtained the following results:

Path coeef	t-count	t-tabel (db:272)	Ho	Ha
0,5998	12,0811	1,969	rejected	accepted

Source : the data process by researcher

Path coeef	t-count	t-tabel (db:272)	Ho	Ha
0,1843	3,7117	1,969	rejected	accepted

Source : the data process by researcher

While the test about the hypothesis of research there is performance influence of the village secretary to the quality of Ministry service, obtained the following results :

Path coeef	t-count	t-tabel (db:273)	Ho	Ha
0,6747	15,0759	1,969	rejected	accepted

### E. Discussion

The Central and local governments of Gowa are less account to measure impacts that occur in implementing the appointment policy of the secretary of the village to became eligible CIVIL SERVANT. For example, raising the additional allowances for village investment offers which the sum different from the salary of the CIVIL SERVANT indeed the Government socialization of the policy already have repeatedly remind that local government need to anticipate problems of jealousy from other villages instrument official about policy. The illustrates above describe that indicator of interest by policy as content dimension indicator have not perfectly directed that indicator of interest that the indicator of interest influenced by policy as one of and compliance/power capture executor against the policy as one of the contwext implementation indicator have not perfectly directed yet.

Out of the two indicators that has been mentioned above Merilee s.

Grindle theorystate that, the one who implementcontent dimension, policies also have not give serious attention in implementing the policy on the appointment yet. Gowa Government as implementator of the policy, not very attentive to the development of the Governance, mainly about of the the autonomy of villages.

The authority to decide the program implementation essentially concerns the understanding of the program, chance of developing, and implementing the commitment to carry out a policy. Based on that there are three possible attitude of implementor are: first, implement the program policy; Second, rejected the program policy (openly or concealed); and the third being neutral, in the sense that if the program worked on participate benefit. If the second possibility, occurethen likely the program policy will fail. Edwards III (1980:90) says:

“Many policies fall within a "zone of difference". This policies will probably be implemented

faithfully because implementors do not have strong feeling about them”.

In the perspective of internal organization, the implementor is influenced by the attitude of integrity, loyalty and competence of the implementing organization as well as the underway against running. Whilst the perspective of external organizations support the community through non-governmental organizations (NGOs), political organizations, as well as the mass media against policy program will assist the implementor moral in the running of programs. Therefore it is the duty of the Manager or managing organization leadership to raise the morale of the executor by career opportunities or through incentives that support some necessities of life of the executor.

Based on data from the Agency for community empowerment and governance village (BPMPD) District of Gowa, since determination of the Government Regulation (PP) No. 72 year 2005 about the village, the Government publishes new Gowa 9 (nine) local regulations as a rules of village implementation. Whereas regulation No. 72 2005 mandated 8 (eight) Regulations (Perdes) Village that must be made by the Government of the village, such as:

- 1) Regulation of Hamlet,
- 2) Regulation about Organization and the work of the Government of the village,
- 3) Perdes about APBDesa,
- 4). Regulation (perdes) about RPJMD,
- 5). Regulation (perda) about financial management,
- 6). Regulation (perdes) about establishment of BUMDES,
- 7). Regulation (perdes) about establishment of village

financial cooperation agency,

8). Regulation (Perdes) of Viable Institutions (LP).

These village of regulations could be made if its territory rules had already been published as a reference. While this research was conducted to date, there are some local regulations related to the village that has not been published by the Government of the District of Gowa get (E.g. local regulations about the source of the revenue and wealth of the village). If local regulations are not published then the Government of the village could not publish the regulations pertaining to the village of any charges, since it is illegal by law. In addition to the above, the applicable local government district of Gowa also haven't published local regulations about business entity belonging to the desa as one of the wheels of the economy of the village. As a result, each year The Village Government of Gowa Regency just expecting allocation of the village Fund for the activities of the Government.

The other problem is the Central Government and the Government of the District of Gowa did not anticipate about the most appropriate policy should be taken if there is a Secretary of the village that does not meet the requirements for appointed eligible civil servant and must be dismissed as ones. Based on table 4.7, out of 123 villages in the area of Gowa Government, there are only 118 villages that have the proposed Village Secretary to be appointed as eligible civil servant. 3 (Three) out of 5 (five) persons who graduated as CPNSD (eligible civil servant going to be) before their names was proposed in the database and 2 (two) others were sick so considered as unqualified to propose as The Village Secretary. So the local Government District of Gowa bestow the powers, functions and duties of The

Village Secretary to The Village Chief or other instrument of the village. It is become a serious problem because the delegations are not followed by the granting of incentives or additional honoraria, because since there are the appointment of The Village Secretary to be eligible civil servant followed the dismissal of the granting of allowances for councilor Secretary of Village which is set by local regulations.

The description above explains that the resources deployed to make the implementation of the policy as one of the content dimension indicators of policy is not according to The Merilee s. Grindle Theory. As the result, there are imbalances in the wheel of The Village Governance but District Governance of Gowa could not take the initiative to propose replacement candidates since the major requirements to be The Village Secretary is being eligible civil servant (PNS) as referred in article 2 of the Government Regulation Number 45 year 2007 which state that "The Secretary who appointed in legal and valid until October 15<sup>th</sup> 2004 were still in charge until the enactment of government regulation held then will appointed as eligible civil servant (PNS) if they meet the requirements ". It is means that A Village Secretary is proposed to become an eligible civil servant (PNS) if were in charge at least for 3 years or more.

The Local Government District of Gowa rarely provide training-technical and functional training regarding to the basic tasks and functions of A Village Secretary after the status of eligible civil servant (PNS) achieved, thus they are in forced to learn or taking courses by their own will to improve performances, as mandated in the Government Regulation Number 101 year 2000 about education and training (DIKLAT) for The Officers of eligible civil servant (PNS), said that the purpose of education and training are :

- 1) Increase the knowledge, expertise, skill, and attitude to be able to perform the duties of the position in a professional manner with a troubled personality and ethics of the eligible civil servant (PNS) that meets the needs of the Agency;
- 2) Create officers who are capable to act as agents of change and unite the nation,
- 3) Establishes the attitude and spirit of devotion which services, shelter and community empowerment oriented;
- 4) Creates a commonality of vision and dynamics of the mindset in performing common government duties and the development in order to realize good governance.

Then The Village Secretary whose their territory were in the Highlands (Sub Tombolo Pao, Bongaja, Tompobulu, Biring) where the public transport are hard to find, really hope that The District Government of Gowa or Province of South Sulawesi provides assistance to facilitate computers so that they can access informations through internet for dsily work, including to communicate with higher level of local district government.

Unavailability of service facilities and infrastructure such as information boards about terms of services, is one indicator that the villagers have not get the desired services yet. It is because through these means the community can provide some assessment of services they achieved. Warella in Pasolong (2007:140) argued:

"The standards of quality for service provided to the public shall be: customer service equal to the best in the business".

Some of completeness to ensure service quality for customers includes :

1. The standard form customer service quality standard.
2. Customer Redress i.e. businesses compensate customers if the service standard is not reached, usually in the form of money.
3. Quality Guaranties, that organization's commitment to return the money or give a new free service if customers were not satisfied with the service.
4. Quality Inspector, a team that consist of professionals or community leaders who provide public services and give a rating against its quality, can be done anonymously.
5. Customer complaint system, i.e. examine and analyze customer complaints, giving the appropriate response and create the methods which organizations may learn from complaints to improve services.
6. Ombudsmen, which help customers solve their dispute with the service providers and get the necessary information or services when they are not satisfied with the response of the Organization's response to their complaints.

It is necessary to realize that the theory is not implemented yet on the Government of the village at the moment, but the positive impact of this is the government of the village, especially at District of Gowa begin to provides suggestion boxes to find out feed backs from the community. The District of Gowa as the executor of program in implementing the policy of appointing Secretaries of Village to be eligible civil servants should give more attention to the development of village government that exists in its territory, so that the purposes to improve services to the village community can be reached. It means that the better executors of the policies, more effective the policy implementation to the

village secretary working performance and implications on the community of Gowa would be, as affirmation of Tangkilisan (2003:325) that:

*“If the implementor to pay attention to a particular policy, it is possible for the implementor to do as the intended policy makers/actors. But when the attitude of the implementor is different from policy makers/actors, then a policy implementation process becomes more complicated. On the other hand should also makers/actors capable of providing intensive policy in the form of recognition and appreciation for the implementor performance and a good attitude in the exercise of a public policy. Its impact is the increase in the productivity of the organization.”*

Sometimes ineffective policies because policy was implemented in random. This is due to an inadequate level of understanding regarding the level of problems that will be solved, the reasons for the problem and way of settlement or the opportunities available for tackling the problem, the nature of the problem and the actions required. Policy implementation issues can be resolved by an analysis of the definition of the problem, as well as the selection of a good analysis of the steps in the process of policy making.

Hogwood and Gunn (1984:71) explained that in order to implement public policies perfectly, then it takes some certain requirements as follows:

- (1) external conditions faced by the implementing agency or agencies will not cause serious disruption or constraint, i.e. some of the constraints or obstacles (constraints) at the time of the implementation of policies that often are beyond

- reach of authority and policy implementers, such barriers can include physical and political form.
- (2) Adequate resources and time available for the implementation, i.e. the amount of time and resources required to carry out all the policies that made adequate.
  - (3) the combination of the required resources actually available, i.e. guarantee there would be no constraints on resources needed and on the other hand, at each stage process of the implementation the resources should really be available.
  - (4) Policies that will be implemented based on reliability of causality relations, i.e. a level of understanding of the problems encountered, the cause of problem and how to completion it.
  - (5) Causality relationship in directed term and should only has less connecting chains, i.e. at least a relationship chain of policies to minimize the risk of failure in the implementation of the policy.
  - (6) The relationship of interdependence should be small, which means that if the implementation process of the policy should involve other agencies then the relationship of dependency must be at a low level, both in terms of the number of levels or interest of it.
  - (7) A deep understanding and agreement in purpose, which are the existence of a through understanding about and an agreement against the purpose or goals to be accomplished as well as a capability to maintain the state during the process of implementation.
  - (8) The tasks itemized and placed in the right order, and in order to step toward for the achievement agreed there is still possibility to reitemize and recompiled proper whole tasks implemented for each parties involved.
  - (9) Communication and perfect coordination, namely the existence of a perfect coordination and communication among the various items or entities involved in the program.
  - (10) the parties whose have the authority the power could to demand and get a perfect compliance, that must be the condition of full compliance and no rejection at all against an order or command from anyone in the system of administration.
- The policy is the solution to solve, mitigate or prevent a specific problems in a way that actions will not be misguided. Therefore, every executor must not only know the issues they face today, but also must be able to foresee the problems they will face later.
- We should learn to The Ruler of Netherlands Colonial which gave different recognition over the existence of the village in Java/Madura by regulation of *Inlandse Municipality Ordonantie* (IGO) on year 1906 and outside Java/Madura by regulation of *Inlandse Municipality regulation Ordonantie Buitengewesteen* (IGOB) which was enacted in 1938.
- F. Summary**
- a. the content and context of the implementation of the policy as a sub variael village Secretary appointment policy



implementation to become eligible civil servant (PNS) has a significant influence on performance of The Village Secretary. However the implementation of these policies will be more effective if the local Government District of Gowa as the executor of the program gives support to the implementation of the policy.

- b. Performance of The Village Secretary significantly influences the quality of the village government service. The performance will be better if the Secretary of the village is capable to operate the computer or type machine to streamline daily tasks. So the services provided to the public will be better.

Based on the conclusions above and the results of the research, a new concept that has been said and can be noticed is the "indifference of executor of policies towards the implementation of the policy on the appointment of the Secretary of the village became a civil servant does not result in increased performance and quality of service of the Secretary of the village".

### G. Recommendations

The Local Government District of Gowa should immediately publish the local regulations on managing Village Finances, so that the Government at the village of Gowa has legal basis to publish Regulations that with regard to financial management, in particular the Village Budget of income and Expenditure of the village (APBDesa). This regulation of the village will allow the Government to crack down on villages up article 27 Government Rules (PP) Number 72 year 2005 that set the Position of Village Chief Financial and other villages' instrument officers. It means that the Government village can

legally provide additional allowance for the Village Chief and the other villages' instrument officers that probably fairly equal to the eligible civil servants (PNS) salary received by the Secretary of the village, thus the work atmosphere becomes more conducive.

Local governments of Gowa should be active and trained to give technical and functional trainings that deals with basic tasks and functions of the Secretary of the village, so that the quality of its human resources increases regarding to increase the performance of the Secretary of the village. For example, technical guidance for preparing arrangement of village finance (APBDesa), the preparation of rules of the village, charging the village administration and drafting book documents the construction of the village as well as computer training to facilitate the execution of daily tasks.

### H. Bibliography

1. Anwar Prabu Mangkunegara, 2007. *Evaluasi Kinerja SDM*. Bandung: PT. Refika Aditama.
2. Bickers, N Kenneth & Williams, T. John. 2001. *Public Policy Analysis: A Political Economy Approach*. New York: Houghton Mifflin Compony
3. Burns, John P. 1994, *Asian Civil Service System: Improving Efficiency and Productivity*, Singapore: Times Academic Press
4. Denhardt, Janet V. and Robert B. Denhardt. 2003. *New Public Service: Serving, not Steering*. London: M.E. Sharpe.
5. Dunn, William N. 2000, *Pengantar Analisis Kebijakan Publik*. Terjemahan Samodra Wibawa, Diah Asitadani, Agus Heruanto dan Erwan Agus Purwanto.

- Yogyakarta: Gadjah Mada University Press.
6. Dwijowijoto, Riant Nugroho, 2008, *Public Policy ; Teori Kebijakan – Analisis Kebijakan – Proses Kebijakan, Perumusan, Implementasi, Evaluasi, Revisi, Risk Management Dalam Kebijakan Publik, Kebijakan Sebagai The Fifth Estate – Metode Penelitian Kebijakan*, Jakarta : Elex Media Komputindo.
  7. Grindle, Merilee S. 1980. *Politics and Policy Implementation in The Third World*. New Jersey: Princeton University Press.
  8. Hogwood, W.Brian & Gunn, A.Lewis. 1984 *Policy Analysis For The Real Word*. New York: Oxford University.
  9. Ibrahim, Amin. 2008. *Teori dan Konsep Pelayanan Publik Serta Implementasinya*. Bandung: Mandar Maju.
  10. Keban, Yeremias T. 2004. *Enam Dimensi Strategis Administrasi Publik: Konsep, Teori, dan Isu*. Yogyakarta : Penerbit Gava Media.
  11. Nawawi Hadari, 2003. *Manajemen Strategik: Organisasi Non Profit Bidang Pemerintahan*. Yogyakarta: Gajah Mada University Press.
  12. Pasolong, Harbani. 2007. *Teori Administrasi Publik*. Bandung: Alfabeta.
  13. Tangkilisan, Hessel Nogi S., 2003, *Implementasi Kebijakan Publik : Transformasi Pikiran George Edwards III*, Yogyakarta : Lukman Offset dan Yayasan Pembaruan Administrasi Publik Indonesia.
  14. Wasistiono, Sadu & Tahir, Irwan. 2006. *Prospek Pengembangan Desa*. Bandung: Fokusmedia.
  15. Zeithaml, Valerie A. & A. Parasuraman & Leonard L. Berry. 1990. *Delivering Quality Service, Balancing Customer Perceptions*. New York: The Free Press.
  16. Winarno, Budi. 2008. *Gagalnya Organisasi Desa Dalam Pembangunan Di Indonesia*. Yogyakarta: Tiara Wacana.
- 17. Document**
18. Undang-Undang Nomor 32 Tahun 2004 tentang Pemerintahan Daerah.
  19. Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik.
  20. Peraturan Pemerintah Republik Indonesia Nomor 72 Tahun 2005 tentang Pemerintahan Desa.
  21. Peraturan Pemerintah Republik Indonesia Nomor 45 Tahun 2007 tentang Persyaratan dan Tata Cara Pengangkatan Sekretaris Desa Menjadi Pegawai Negeri Sipil.
  22. Peraturan Menteri Dalam Negeri Nomor 50 Tahun 2007 tentang Ketentuan Pelaksanaan Peraturan Pemerintah Nomor 45 Tahun 2007 tentang Persyaratan dan Tata Cara Pengangkatan Sekretaris Desa Menjadi Pegawai Negeri Sipil.
  23. Peraturan Menteri Dalam Negeri Nomor 21 Tahun 2008 tentang Perubahan Atas Peraturan Menteri Dalam Negeri Nomor 50 tahun 2007 Tentang Ketentuan Pelaksanaan Peraturan Pemerintah Nomor

*45 Tahun 2007 tentang  
Persyaratan dan Tata Cara  
Pangkat Sekretaris Desa  
Menjadi Pegawai Negeri Sipil.*

*tentang Pembentukan Desa  
Dalam Wilayah Kabupaten  
Gowa*

24. Peraturan Daerah Kabupaten  
Gowa Nomor 19 Tahun 2005