Policy Implementation of Work Achievement Measurement System (Siransija) in Regional Personnel Agency of Gorontalo Province

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Abstract: *The Provincial Government of Gorontalo has a big commitment to realizing governance that is free from corruption, collusion and nepotism (KKN) by implementing a work performance measurement system (SIRANSIJA). This study aims to analyze the implementation of the work performance measurement policy (SIRANSIJA) at the Gorontalo Provincial Civil Service Agency, which is studied from the implementation process and policy objectives. As well as to find out what factors influence the implementation of work performance measurement policies (SIRANSIJA) at the Gorontalo Provincial Civil Service Board which is studied from Communication, Resources, Disposition and Bureaucratic Structure. The research method uses a qualitative descriptive approach, namely providing a careful and factual description of the object of research. The results showed that, First, the implementation of the Work Performance Measurement System (SIRANSIJA) was good, although in the implementation there were also found several disciplinary violations in the form of presence discrepancies in the Siransija Application. Second, it was found that communication, resources and disposition factors were still lacking in supporting the implementation of work performance measurement policies (SIRANSIJA).*

Keywords: Policy Implementation, SIRANSIJA, Gorontalo.

INTRODUCTION

Public services are one of the supporting factors in public policies aimed at the welfare of society, and are one of the main sectors in supporting the Society 5.0 era. With the support of technology that has experienced rapid progress, it will fundamentally change the way of life, work, and organizational relations in dealing with one another, so that demands arise for public service providers to continue to make improvements and adjustments to improve the quality of their services. According to Tahir, A. (2014: 20) argues that "the term policy (policy) is often used interchangeably with other terms such as goals (goals), programs, decisions, statutory provisions, proposals and grand designs" . Furthermore Putra (2003: 74) states that "in this position Public Policy must be in accordance with and adapt to the demands and challenges of the times, and at the same time be a means of welfare and meeting the needs of society".

Based on the Presidential Regulation of the Republic of Indonesia Number 95 of 2018 concerning electronic-based government systems or e-Government aimed at realizing clean, effective, transparent and accountable governance as well as quality and reliable public services. This is in line with the opinion of Nawawi (2012: 2) the implementation of good governance, clean and authoritative (good governance and clean government) is a requirement for every government to realize the aspirations of the people in achieving the goals and aspirations of the nation and state, so that development and implementation of an appropriate, clear and legitimate accountability system so that governance and

development can take place in an efficient, effective, clean and responsible manner and free from corruption, collusion and nepotism.

In 2019 the Government of the Republic of Indonesia issued a regulation in the form of Government Regulation Number 30 of 2019 concerning Performance Appraisal for Civil Servants (PNS), the implementation of which is carried out based on performance planning at the individual level and unit or organizational level, taking into account the targets, the results achieved and the intended benefits. achieved and the behavior of civil servants. This is done to revolutionize the paradigm that so far civil servants work according to rules (rule base) to work on a performance basis (performance base). It is hoped that with this performance-based assessment, civil servants will be more competitive at work, so that there will be continuous performance improvements. The government has stipulated that all government agencies are required to apply an assessment of the performance of civil servants based on an achievement system and a career system implemented in a civil servant performance management system.

The government has stipulated that all government agencies are required to apply an assessment of the performance of civil servants based on an achievement system and a career system implemented in a civil servant performance management system. The PNS performance management system is implemented covering aspects of performance planning, implementation, monitoring, measuring and fostering performance, as well as the process of evaluating performance, follow-up and performance information systems for PNS.

The State Civil Service Agency (BKN) through the ASN Performance Directorate has conducted an Evaluation of the Implementation of PNS Performance Management for 2 (two) consecutive years namely 2018 and 2019, obtained an evaluation that: 3.3% of Agencies are VERY GOOD, 35% of Agencies are GOOD, 50% ENOUGH and 11.7% BAD in the implementation of PNS performance management. This evaluation was carried out covering aspects of the assessment such as the preparation of SKP (performance planning), the implementation of a performance appraisal system (performance implementation), the evaluation of performance and behavior assessments, the use of performance appraisals, the availability of application systems, the reporting of performance appraisal of civil servants in 45 regional agencies (2018). as well as 69 regional agencies and 6 central agencies in 2019.

Even though the results of the evaluation of 50% of agencies are in the adequate category and 35% of agencies are in the good category, in reality performance is still a major problem in the administration of government bureaucracy. This is in line with the submission of the Principal Secretary of BKN in an interview quoted at https://www.liputan6.com/business/read/4125095/bkn-kinerja-pns-masih-jeblok-meskivalue-prestasi-baik saying that there are still problems in PNS performance management, namely there is still a discrepancy between performance values and facts in the field. It was also acknowledged that many civil servants had good performance values and achievements, but in fact they still did not work as expected

The current condition is that the performance between individual employees and organizations often does not match, because individual performance is often higher than organizational performance. According to the submission of the Commissioner of the State Civil Apparatus Commission (KASN) in an interview with trusted media that based on data on In 2014, organizational performance was at 70% while individual performance reached 85%. Then in 2015 individual employee performance increased by reaching 95% and overall organizational performance was only 75%. In 2016 organizational performance increased by 77% and individual performance was even higher with the figure reaching 95%.

In assessing the performance of an organization whether it is effective and efficient, it is necessary to first assess the performance of civil servants in it. The assessment is carried out by measuring the performance of civil servants themselves with various instruments or tools adapted to the conditions of the organization itself. The implementation of civil servant performance appraisal in Gorontalo Province has actually been developed since 2014 where at that time the performance appraisal was carried out solely for the purposes of billing Regional Performance Allowances (TKD) with a very simple assessment model based only on the employee's daily attendance manual recap. Furthermore, in 2016 a performance appraisal model was created again through the Civil Servant Work Performance Measurement System with assessments on 3 main aspects, namely Integrity, Work Ethics and Mutual Cooperation, but still giving the greatest weight to the discipline of employee attendance (presence of arrival and departure on time) namely 75 % of the integrity weight of 40%, and in second place is work productivity based on the achievement of an SKP of 70% of the 50% work ethic weight. good because from the process of preparing performance planning through SKP to determining the achievement of SKP targets it is not in accordance with applicable regulations. In addition, this system also cannot measure daily performance, monthly performance or annual performance by civil servants in accordance with the SKP that has been set.

This condition causes the PNS Work Performance Measurement System in the end cannot be used as an important source of information especially in terms of fulfilling government administration such as the Evaluation of the Government Agency Performance Accountability System by the Ministry of Administrative Reform & Bureaucratic Reform, Reporting on the Performance Assessment of PNS through e-Lapkin by BKN , documentation and reference information for agency heads in considering the promotion, transfer and demotion of civil servants, competency development and civil servant careers, identifying and planning educational and training needs, and designing payroll/renumeration/benefits systems for civil servants.

Based on this condition, in order to realize the implementation of the Performance Management System as mandated by the Government Regulation concerning the Performance Appraisal of Civil Servants which also of course supports the implementation of the Merit System, as well as providing objectivity for PNS development for the regions, the government has taken strategic steps to improve performance. Civil servants through the development of PNS performance appraisal instruments that are objective, measurable, accountable, participatory and transparent are supported by a legal basis in governor regulations, namely Governor Regulation Number 63 of 2020 concerning Work Performance Measurement Systems.

The strategic change made is to reformulate PNS performance appraisal indicators in the existing work performance measurement system through periodic (daily) work activity documentation indicators with a minimum activity duration that must be fulfilled by every PNS is 300 (Three Hundred) Minutes every day which is the effective working time of PNS in accordance with workload, as well as applying the direct superior's assessment in terms of PNS work behavior.

Documentation of daily work activities is carried out by selecting templates that have been provided by the system based on the monthly SKP target menu which is a breakdown of the previously determined annual SKP. The system will automatically offer a menu of work activities to civil servants based on the elaboration of the agency strategic plan, performance agreements, organizational tasks and functions, job descriptions and SKP from the direct supervisor which are completely divided up to the level of implementing officials. To ensure transparency and accountability aspects of performance appraisal, the documentation of daily work activities must be real-time, meaning that it applies during the working day where input is made after the time of arrival until 23.59 local time.

Specifically for the indicators for assessing work behavior by direct superiors, an evaluation formula was prepared covering aspects of service orientation, commitment, work initiatives, cooperation and

leadership which were then quantified through the stages of preparing a questionnaire which differentiated between executors and supervisors, administrators and JPT Pratama. Based on the structure of the questions in the questionnaire, validity and reliability tests were then carried out to be further outlined in the p rating scale work behavior.

In order for the implementation of the results of the reformulation of performance appraisal indicators to be truly optimal, it is necessary to make improvements to supporting matters such as perfecting job analysis documents and OPD workload analysis, assigning performance managers to each OPD, namely officials who carry out the duties and functions of performance management Civil servants from the process of discussing, elaborating, compiling, and establishing SKP by each civil servant to performance monitoring, so that organizational performance that is passed down to employee performance remains well organized.

Considering that the changes made in the PNS performance measurement system are very significant both in terms of weighting, the addition of indicators that are considered capable of measuring PNS work performance objectively and transparently. Documentation of work activities that are required to fulfill 300 minutes of effective working hours of civil servants and assessment of work behavior by superiors through a predetermined rating scale is branding that is built on a performance measurement system currently being developed with the brand being New Siransija (New Work Performance Measurement System).).

The New Siransija application (Performance Achievement Measurement System) was launched virtually by the Regional Secretary of the Gorontalo Province, Mr. Darda Daraba on Thursday, 3 December 2020 - Hulondalo.id. The Work Performance Measurement System (SIRANSIJA) is an application system implemented by the Gorontalo Provincial Civil Service Agency which is one of the systematic aspects of Civil Servant Performance Management which is carried out with the intention of serving as a guideline for the Gorontalo Provincial Government in assessing and measuring work performance and improving ASN quality both in terms of discipline and performance for Civil Servants in the Gorontalo Province Environment.

METHOD

In the context of collecting research data, it was carried out at the Gorontalo Provincial Civil Service Agency, more specifically in the Personnel Development Section. Researchers are interested in taking research with that title because they have concerns as ASN actors about phenomena that occur in the field.

Research on the Implementation of the Work Performance Measurement System Policy (SIRANSIJA) at the Gorontalo Provincial Civil Service Agency takes 1 (one) month after the proposal seminar.

The approach used in this study is a qualitative approach. Qualitative research is research that is able to provide a detailed description and analysis of the quality or content of a human experience. This makes qualitative research able to describe a life from a different side based on the point of view of everyone who observes it (Marvasti, 2004). This qualitative research is a form of research that actively involves researchers to collect and use empirical data in various ways and methods (Norman K Denzin and Yvonna S. Lincoln, 2003: 4-5).

The characteristics of qualitative research (Neuman, 1997) are: 1) based on an understanding of reality or social phenomena based on the context, 2) emphasizing on case studies, in understanding the symptoms as a whole (holistic approach), in which the subjects studied are considered unique and unique, 3) according to the integrity of the researcher considering that the researcher is the principal instrument of the research, this integrity concerns issues: (a) whether there is bias or bias of the researcher, (b) data accuracy, related to the importance of researchers clarifying data (cross checking

data), (4) building theory from below (grounded theory), using comparative methods, (5) explaining and understanding symptoms with an emphasis on the process or chain of events, that an event is explained with other events one of which is the chronology of events, (6) interpreting data is translating data and interpret it significantly and coherently by referring to the point of view of the subject under study. While the functions and utilization of qualitative research according to Moelong (2006, p.7) are: 1) understanding complex issues of a process, 2) understanding detailed issues about the situation and reality faced by someone, 3) to understand the issues that sensitive, 4) for evaluation purposes, and 5) to examine the background of phenomena that cannot be examined through quantitative research.

This approach has an inductive characteristic where this research describes a case study that draws a generalization that has the general nature of a series of attempts to analyze various phenomena argumentatively from the results of the researcher's thinking. This research seeks to dig up in-depth and detailed information regarding the effectiveness of regional tourism development policies in Gorontalo Province. With this qualitative approach, researchers also used secondary data in this study which came from previous research, documents, literature, mass media, and related books as a complement (Denzin and Lincoln, 2004:4).

Researchers consider that the relevant qualitative research method is used as a method in this study. This is because the phenomena that occur are not possible to be measured precisely (quantified), so to get a proper understanding, exploration of the informants is needed. Through this qualitative research method, researchers can examine the perspective of informants who have authority, data, information, and other links in the implementation of this policy at the Gorontalo Provincial Civil Service Agency. The study of informants' perspectives aims to understand social phenomena from their perspective. Apart from that, it is also possible to find out the problems of implementing the policy by looking at the phenomena that exist through the data obtained so that they can be described in a comprehensive, detailed and accurate manner in accordance with the realities in the field. Then then compiled and analyzed so that conclusions can be drawn that can describe a problem that is happening.

So that the use of this research method is expected to make it easier for researchers to answer existing problems so that the objectives of this research can be realized, namely to examine how Siransija is implemented in supporting activities at the Gorontalo Provincial Civil Service Agency, and what are the factors that hinder the Work Performance Measurement System (SIRANSIJA) in Regional Civil Service Agency in Gorontalo Province.

DISCUSSION

Gorontalo Province is one of the provinces located on the Gorontalo Peninsula (Gorontalo Peninsula) on the island of Sulawesi, (Gorontalo Province. https://id.wikipedia.org/wiki/Gorontalo, 2022). This province is located at 0"19' - 0"57' north latitude and 121"23' - 125"14' east longitude with an area of 12,435 km2 (0.63% of the total area of Indonesia). Along with the emergence of regional divisions related to regional autonomy in the reform era, Gorontalo Province was formed based on Law Number 38 of 2000, dated December 22 and became the 32nd Province in Indonesia.

The largest regency/city is Pohuwato Regency with an area presentation of 36% of the total area of Gorontalo Province. However, the dominant population occupies Gorontalo City which has the smallest area in Gorontalo Province. If observed, then in this case, the population distribution in Gorontalo Province is not evenly distributed. The city is still the dominant concern of the people in this province. Most of the land surface in Gorontalo is hilly. The minimum temperature that occurs in August is 23.3 0C while the maximum temperature occurs in April 34.7 0C so that the average air temperature for Gorontalo Province ranges from 26.0 – 28.6 0C.

Gorontalo Province has relatively high humidity, the average humidity in 2016 reached 79.8%. Meanwhile, the highest rainfall was in October, which was 323 mm and the highest number of rainy days was also in May, with 23 days. The average wind speed in 2022 recorded by the Meteorological station is generally even for each month, which is around 11-23 knots.

Based on the projected population figures for 2022, the population of Gorontalo Province is 1,150,765 people with a growth rate of 1.55% from 2021. The sex ratio of the population of Gorontalo Province is 100.38 people with 576,482 men and 574,283 women. soul. The population density of Gorontalo Province in 2022 is 92 people/km2 with the largest density in Gorontalo City with 3,130 people/km2. Based on the population pyramid, Gorontalo Province is mostly inhabited by residents aged 0-24 years with an average number of over 100,000 people.

The highest number of population according to age group and marital status is at the age of 24-49 with a male presentation of 86.36% and female 88.30% of the total population of Gorontalo Province. The highest divorce rate for men is in the age group 25-49 at 2.39% and for women it is in the age group 50 years and over at 4.29%. The educational level of Gorontalo Province in 2022 is still relatively low because the largest population based on the highest certificate owned is a resident with an SD/MI certificate of 30.4%. The details of the population according to age group and sex of the population of Gorontalo Province in 2022 can be described in the following table:

Kelompok Umur Age Group	Laki-laki Male	Perempuan Female	Jumlah Total	Sex Ratio
1	2	3	4	5
0 − 4	56,579	54,386	110,965	55,482.5
5 − 9	54,792	52,091	106,883	53,441.5
10 − 14	54,023	51,481	105,504	52752
15 − 19	54,773	53,364	108,137	54,068.5
20 − 24	53,124	53,513	106,637	53,318.5
25 − 29	48,157	48,383	96,540	48,270
30 − 34	44,129	44,571	88,700	44,350
35 − 39	43,487	43,730	87,217	43,608.5
40 − 44	41,722	41,143	82,865	41,432.5
45 − 49	36,087	35,411	71,498	35,749

The Gorontalo Provincial Civil Service Agency, abbreviated as BKD, was formed based on Regional Regulation Number 11 of 2016 concerning the Formation and Composition of Regional Apparatuses, provisions regarding position, organizational structure, duties and functions, and work procedures of Regional Apparatuses, is a Regional Apparatus Work Unit that plays a role in assisting the Regional Head in administering government in the field of personnel management. To provide an overview of the Gorontalo Provincial Civil Service Agency, the following describes the organizational structure, position, main duties and functions as well as staffing conditions and equipment. Governor of Gorontalo Regulation Number 77 of 2016 concerning details of the tasks, functions and work procedures of the Gorontalo Province Regional Personnel Agency, the organizational structure of the Gorontalo Province Regional Personnel Agency consists of 1 (one) Primary High Leadership official as the Head of the Agency, who is assisted by 4 (Four) Administrative officials, 11 (eleven) Supervisory officials, and Functional Position Groups.

In accordance with Regional Regulation Number 11 of 2016 concerning the Formation and Composition of Regional Apparatuses, provisions regarding position, organizational structure, duties and functions, and work procedures of regional apparatuses have the main task of assisting regional heads in administering government in the field of personnel management. Based on the Regulation of the Governor of Gorontalo Number 77 of 2016 concerning details of the duties, functions and work procedures of the Gorontalo Province Regional Civil Service Agency.

The Regional Personnel Agency has the main task of carrying out the formulation of strategic and technical policies for the implementation of personnel management, providing support for the implementation of Regional Government in the field of Personnel Management including: Secretariat, ASN Transfer and Information Sector, ASN Development Sector, as well as ASN Development Sector and Korpri Secretariat and implementation of other tasks in accordance with the main tasks and functions as well as carrying out the authority delegated by the Government to the Governor in accordance with the laws and regulations.

Based on Regional Regulation Number 11 of 2016 concerning the Formation and Composition of Regional Apparatuses, Provisions regarding position, organizational structure, duties and functions, and work procedures of Regional Apparatuses and Governor of Gorontalo Regulation Number 77 of 2016 concerning Details of Duties, Functions and Work Procedures of the Provincial Regional Civil Service Agency Gorontalo

To carry out the main tasks and functions of the Gorontalo Provincial Civil Service Agency, it is not enough to rely on the number and quality of human resources alone. Implementation of the main tasks and functions also requires the availability of adequate facilities and infrastructure, so that good quality work is achieved. Facilities are anything that can be used as a tool in achieving organizational goals or objectives, while infrastructure is everything that supports the implementation of a process or effort so that organizational goals are achieved.

SIRANSIJA needs to be done because based on Presidential Regulation Number 81 of 2010 concerning Grand Design I of Bureaucratic Reform it is emphasized that the vision of bureaucratic reform is "Becoming a World Class Governance (World Class Governance)". In addition, Law Number 5 of 2014 concerning ASN emphasizes that the portrait in ASN management is the management of ASN to produce ASN employees who are professional, have basic values, professional ethics, free from political intervention, clean from practices of Corruption, Collusion and Nepotism. The Government's priority (in the Nine Priority Agenda or Nawacita) in encouraging the development of Indonesian people is to revolutionize the nation's character or mental revolution, with the aim of increasing integrity, improving work ethic and increasing mutual cooperation. Particularly for the development of the character of the apparatus, it is carried out through government bureaucratic reform policies.

SIRANSIJA itself. It started with the implementation of Regional Performance Allowances in Gorontalo Province, which used to rely on supervisors' assessments. So that updates continue to be made with the aim of facilitating the provision of TKD from a manual system to a system supported by an application. This is what is then called the Work Performance Measurement System (SIRANSIJA). November 2016 was the beginning of the emergence of this SIRANSIJA until now the system has begun to be perfected and contained in Governor Regulation Number 63 of 2020. Aspects of the assessment of Siransija PNS within the Gorontalo Provincial Government include: 1) Integrity; 2) Work Ethic; and 3) mutual cooperation.

Through SIRANSIJA, employee performance appraisal results are transparent. This happens because employees know each other about each value given to them so that it will create a sense of competition between employees. This is because employees will get performance money, the amount of which is in accordance with the performance they have achieved or can be referred to as pay as you go.

CONCLUSION

In implementing the SIRANSIJA policy, it is a good system to improve civil servant discipline, but there are still fraudulent attempts made because this is not in accordance with the obligation of civil servants to comply with all statutory provisions; carry out official duties entrusted to civil servants with full dedication, awareness and responsibility; as well as going to work and adhering to work entry

hours so that in the future the service to the community, nation and state will be even better for the advancement of the country's development and especially the Gorontalo Province area. However, even though the Gorontalo Provincial Government, especially the Regional Personnel Agency for the Gorontalo Province, is trying to maximize the implementation of this policy, there are still obstacles that arise in the process of implementing the Work Performance Measurement System (SIRANSIJA).

In the implementation of the SIRANSIJA policy, several disciplinary violations were found in the form of presence discrepancies in the Siransija application, such as photos on top of photos (photos from cellphone screens, laptop/PC monitors and other electronic devices, photo prints and similar prints). background photos of plain walls/wallpaper, car skies and natural trees around (except assignment presence in open locations and in office/inside office settings). Even worse, there are still people who use counterfeit GPS or Fake GPS applications that allow civil servants to commit irregularities in carrying out attendance through the selfie photo system from outside the office location, but the coordinates are detected in the office. In relation to policy objectives, in general, SIRANSIJA was developed to assist the process of assessing the work performance of civil servants, especially in the BKD of Gorontalo Province.

The concrete purpose of the SIRANSIJA application is to measure the effectiveness of civil servant performance appraisal through SIRANSIJA which can be seen from the realization of performance appraisals that are measured objectively, measurably, accountably, participatively and transparently. The objectives of the SIRANSIJA performance appraisal policy itself against the Gorontalo Provincial BKD are: 1) Increasing budget effectiveness and efficiency; 2) Increase the achievement of regional development targets; 3) Institutional strengthening (coordination, planning, evaluation, cooperation, etc.); 4) Obtain ASN data/profiles and civil servant performance; 5) Encouraging increased discipline, work ethic, changing attitudes, and building character; 6) Encouraging changes in work orientation to high performance; and 7) Improving services to the Community.

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