

# **IMPLEMENTATION OF REGIONAL REGULATIONS NUMBER 5 2016 IN BANTUL**

**(Case Study: open selection system for  
village officer Desa Tirtonirmolo in  
Bantul District)**

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## **ABSTRACT**

Bantul regional regulation number 5 of 2016 about village official has already explained the detail of recruitment mechanism of village servant in Bantul district. This regulation aims to become guidance for head of village that in recruiting village servant it is not directly appointed by village head anymore yet through open selection system by which public can participate.

This research employs two methods; First, observation. Second, interview with selection committee of Tirtonurmolo village and the third party—academicians—who were directly involved in the selection. This research aims to explore how extend the local regulation has worked in each village in Bantul district. The selected village to be reviewed is Tirtonirmolo village that has just finished its village servant selection in 2016.

Tirtonirmolo is one of villages in Bantul district that has openly conducted village servant selection in 2016. The selection aims to fill some positions; village secretary and head of governmental affair. The applicants were very enthusiastic in which the test was followed by both young man and woman and adult from various

education backgrounds. Generally, the majority of the applicants were Tirtonirmolo resident yet there were several applicants from other village.

This open selection is a manifestation of *Good Local Governance* in which transparency and accountability is preferred in the process—start from the begin until the announcement of the result. During the selection, the committee involved third party—academician from university. By this selection last year, the position of village secretary and head of governmental affair is now filled by competent human resource in its field.

Keywords: implementation, local regulation, open selection

## **Introduction**

Indonesia is democracy country in which one of its manifestation is direct and democratic appointment of state apparatus. In this term, state is giving an authority and freedom for its people to participate both in filling a post in bureaucracy structure and in decision making process either in central or local government (province, district, or village). By this order, those who are democratically elected can positively contribute for a good change through making policies for the common.

Regulation or policy is a provision that contains principles to direct planned working mechanism and consistent in achieving its goal (Suharto, 2010). From Suharto's perspective, it can be defined

that every rule or policy will give a guidance in a system and also result or impact to human resource quality. Bantul regional regulation number 5 of 2016 about village servant aims to be a guidance to fill state apparatus post—an alarm for head of village—that it is not head of village anymore who directly appoints people to fill bureaucracy post in village government yet through open selection that can be attended by anyone.

Village servant is a staff who assists head of village in formulating policy and coordination under village secretary, and assisting other jobs of village head in policy implementation under technical operator and regional unit. Its presence is highly important so the village bureaucracy can effectively work and when there is a vacancy then it is necessary to conduct a selection.

Tirtonirmolo is one of villages in Bantul district that has openly conducted village servant selection in 2016. The selection aims to fill some positions; village secretary and head of governmental affair. The applicants were very enthusiastic in which followed by both young man and woman and adult from various education backgrounds. Generally, the majority of the applicants were Tirtonirmolo resident yet there were several applicants from other village.

Based on above explanation, we are interesting to conduct a research with title "Implementation of Regional Regulation Number 5 of 2016: Open selection of village servant in Tirtonirmolo village, Bantul."

## Literature Review

### A. Policy Implementation: George C. Edward III Model

Model of policy implementation that is developed by Edward III is renowned with Direct and Indirect Impact on Implementation. According to this model, there are four variables that is very significant for the success of implementation of a policy: 1. Communication 2. Resource 3. Disposition dan 4. Bureaucracy Structure (Agustino, 2008)

#### 1. Communication Factor

Communication is human activity to tell what one's think, feel, hope, and experience to others. Communication is considered as crucial factor due to every activity which involves human and resource will always deal with question of how interaction is managed. There are three indicators that can be employed to measure

the successful of communication variables, which are:

- (a) Transmission: Good communication delivery will generate good impementation too.
- (b) Clarity: Message that is received by policy implementer must be clear, accurate, and not ambiguous, so misconception of goal or target can be avoided.
- (c) Consistency: Order to implementer must be consistent and clear.

#### 2. Resource Factor

Resource has significant role in policy implementation since no matter how clear and consistent the regulation is, if the actor does not work effectively then the policy implementation would not be effective. Indicators that are used to review how far resource can effectively work are:

- (a) Staff: the main resource in policy implementation is staf. Policy implementation often fail due to its incapable and incompetent.

(b) Information: In implementing policy, information has two forms. First, information that is related to the way policy is executed. In this term, implementer has to understand what he/she has to do when they are given an order to take an action. Second, information about the obliged of staff towards applied regulation.

(c) Authority: In implementation, authority is legitimacy for implementer in executing the policy that is regulated politically.

(d) Facility: Physical facility is important factor too in policy implementation. Implementer may have proper number of staff and they understand whay they have to do, yet if they are not supported by proper infrastructure then the policy implementation would not success.

### 3. Disposition Factor (behaviour)

Disposition in this context is defined as behaviour of implementer in implementing

policy. In implementing policy, according to Edward III, if one wants to efficiently and effectively successful, it is not only capacity and knowledge that is matter for implementer, will to work matters too. Several important things that need to be considered in disposition variable in accordance to Edward III are:

(a) Designate a bureaucrat: choosing and designating operational personnel of policy must be done by people who have high dedication to the agreed policy.

(b) Incentive: Edward III said one of techniques to deal with bureaucrat's behaviour is with manipulating incentive insentif.

### 4. Bureaucracy Structure Factor

Despite of the availabiity of necessary resources in implementing policy and the bureaucrat knows how it works and has a will to work, policy implementation still can be ineffective if the bureaucracy structure is inefficient.

According to Edward III, there are two characteristics that can improve bureaucracy structure performance to the better direction, which is with applying Standard Operating Procedure (SOP) and make a Fragmentation.

- (a) Standard Operating Procedure (SOP) is a routine activity that enables staff exercises their job in accordance to applied standard.
- (b) Fragmentation is a way in distributing responsibility of activity to several units.

### **Research Method**

A type of research in this paper is descriptive research with qualitative approach. In this research, the chosen location is Tirtonirmolo village in Kasihan sub-district, Bantul. The case study of the research is village servant selection of Tirtonirmolo village. The data analysis employs Miles and Huberman techniques (Sugiyono, 2009), which are data reduction, data display, and conclusion or verification. Hence, the focus of this research based on formulated problem is:

1. How the implementation of regional regulation number 5 of

2016 of Bantul district about open selection of village servant in Tirtonirmolo village.

2. What are the obstacles in implementing the regional regulation number 5 of 2016 about open selection of village servant in Tirtonirmolo village

### **Research Findings & Discussion**

#### **1) Implementation of regional regulation number 5 of 2016 about open selection of village servant in Tirtonirmolo village, Bantul.**

Since the enactment of this local regulation about village servant that regulates how to recruit servant to work in village bureaucracy in Bantul, every village must prepare itself to perform this new rule.

Tirtonirmolo is one of villages that has recruited its staff with new regulation—through open system of selection as regulated in second article of the law. After filtering the applicants, the head of village him/herself that will designate the candidate to be village servant.

#### **A. The Incharge officer of Village Servant Selection in Tirtonirmolo**

Actor or officer is a significance variable in policy implementation. The involved actor will highly determine the successful of executed policy. The

successful execution of village servant selection in Tirtonirmolo was part of the contribution of several elements within Tirtonirmolo village: village government, village house of assembly (BPD), public figures, woman organization (PKK), and youth group (Karang Taruna).

Some society components in the village are appointed their representative and form a committee of nine people. As the rule regulates, the nine committee is consist of: one chief, one secretary, and seven members. In the regional regulation number 5 of 2016, it regulates the composition of nine committee as follows:

<b>Numb</b>	<b>Society Component</b>	<b>Number</b>
1	Village servant (Pamong Desa)	4 People
2	Village House of Assembly (BPD)	2 People
3	Social organization in village level and public figure	3 People

*Source : Regional Regulation number 5 of 2016 about village servant*

The committee of nine people is fully responsible in the selection. Below are the names of those nine people:

1. Tomi Kelasworo, A.Md
2. Drs. Aril Supriyadi
3. H. Djudiman
4. Daliman
5. Sutrisno
6. Nor Adin
7. Wiwid Suparyanti, A.M.KL

8. Khirma Wahyurin

9. Srohani, A.Md

The above actors are basically could not work the selection by themself thus the involvement of all society components is too crucial to ensure the successful of this open selection.

### **B. Communication among committee team**

Intense, clear and good communication within all elements of society is necessary in executing this selection. Clear communication to candidates is also important so any miss communication can be avoided.

Intense communication among committee team is begun after the release of Decision Letter (*Surat Keputusan*) that states the legality of these nine people as a team to coordinate and execute the open selection of village servant in Tirtonirmolo. Committee of nine began its work through making a timeline of the selection.

<b>Numb</b>	<b>Date</b>	<b>Activity</b>
1	11 - 13 October 2016	Penyusunan Jadwal
2	14 - 17 October 2016	Penyusunan Tata Tertib
3	18 - 20 October 2016	Penyusunan RAB
4	21 October 2016	Rakor Bersama
5	23 October 2016	Pembentukan Tim Sosialisasi
6	1 - 4 November	Sosialisasi

	2016	
7	15 - 16 November 2016	Persiapan Penjaringan
8	18 November 2016	Rakor Panitia
9	21 - 27 November 2016	Pendaftaran Calon Pamong Desa
10	27 November 2016	Rakor Panitia
11	28 November - 3 December 2016	Perpanjangan Waktu Pendaftaran
12	4 - 5 December 2016	Pencermatan Berkas Administrasi
13	9 December 2016	Rakor Panitia
14	13 December 2016	Penetapan yang Berhak Mengikuti Seleksi & Pengumuman Hasil Penyaringan
15	15 December 2016	Pembekalan Calon Peserta
16		Pelaksanaan Ujian Seleksi
17	18 December 2016	Pengumuman Hasil Ujian Seleksi
18		Penyampaian Laporan kepada Lurah
19	21 December 2016	Penyampaian Permohonan Konsultasi dan Penetapan Calon yang Berhak Diangkat kepada Camat
20	24 December 2016	Pengumuman Calon Terpilih
21	25 s/d 27 December 2016	Penyusunan LPJ
22	28 December 2016	Rakor Panitia
23	30 Desember 2016	Pelantikan Pamong Desa

Source : *Archieve of Selection Committee of Tirtonirmolo Village, 2016*

The timeline was made in advance so it can be socialized to all components that will help make the selection success

and reach its target. After coordinating with society component then the timeline will publicly announced so everyone can know the importance date and what position is offered in bureaucracy structure.

Several positions offered in this selection are:

Numb	Offered positions
1	Chief of general affairs
2	Head of sub-village ( <i>padukuhan</i> ) II Kersan
3	Dukuh in sub-village VIII Padokan Kidul
4	Dukuh in sub-village IX Jogonalan Kidul

Source : *Archieve of Village Servant Selection Committee of Tirtonirmolo villgae, 2016*

There are several measures that were taken by committee of nine to socialize and disperse the information regarding to the open selection of Tirtonirmolo village servant:

#### 1. Being Active (*Jemput Bola*)

Being active or in Indonesia methapor *jemput bola* is an illustration of how to work actively approaching the subject instad of waiting question or response from subject. In this context, being active means the committee of nine actively socialize to people by direct visitation to resident house. Committee of nine, assisted by society, is divided into several teams to go to many sub-village in Tirtonirmolo and directly socialize to

people. Since Tirtonirmolo has many sub territories thus they divide the team into three :

ELEMENTS	Team I	Team II	Team III
<b>Committee</b>	R. Tomi Kelasworo, A.Md	Drs. Aril Supriyadi	H. Djudiman
<b>Committee</b>	Daliman	Sutrisno	Nor Adin
<b>Committee</b>	Wiwid Suparyanti, A.M.KL	Khirma Wahyurin	Srohani, A.Md
<b>BPD</b>	Winaryo	Susanto	Drs. H. Suseno
<b>PKK</b>	Dra. Sri Sudaryanti	Sri Astuti	Kristina Widiyastuti
<b>Village Servant</b>	Sugita	Drs. H. Nursalim	H. Dalharwi
<b>LPMD</b>	Mugijana	Drs. Sukandar	Agus Suryanto

Source : Archive of Selection Committee of Tirtonirmolo Village, 2016

Socialization team held a meeting with people in each sub-village of Tirtonirmolo to inform them the detail schedule of village servant open selection so people who joined the meeting can inform others. This meeting, apart from its function to disperse the information, also can work as a mean to strengthen solidarity among people and class within society from various sub-village.

## 2. Pamphlet/Banner

Banner or pamphlet is more practical way in disseminating information to public. Each banner and pamphlet is placed in strategic place of sub-village.

This way is seen to be more effective and efficient in delivering information to public and is quickly disseminated even to those who are non-Tirtonirmolo residents.



Source : Archive of Selection Committee of Tirtonirmolo Village, 2016

## C. Resource In The Execution of Village Servant Selection program

Resource is highly crucial in implementing any program or policy. This is due to every implementer has to be able to face any risk and possibility that may appear during the process of policy implementation.

Human resource becomes decisive factor in implementing a policy given the human role to interpret and execute the policy. However, resource is not limited to human yet money, technology, infrastructure, and information are also included as a resource. Resource then is important to be considered due to its importance in supporting the successful of policy implementation.

The human resource within the committee of nine is considered as competent human resource in his/her own



background and also involving all elements within society. Committee of nine was chosen and appointed by head of village with several considerations and competency was one of these considerations so there will be trusted team that can exercise the regional regulation number 5 of 2016 about village servant.

Furthermore, elements of society who participated in the process showed that many human resource are capable to carry responsibility in performing village servant recruitment mechanism in Tirtonirmolo. Those who involved also based on their competency who mostly possess enough knowledge and experience within Tirtonirmolo society.

Selection of village servant in Tirtonirmolo was also involving the third party. For the discreet and transparency, the committee of nine felt that it is important to cooperate with the third party—academician. Universitas Ahmad Dahlan became a partner in recruiting and selecting new village servant. Academician in the agreement is given a responsibility to produce the question for the exam and responsible during the exam on 18 december of 2016.

The exam took place at SMA N 1 Kasihan, Bantul. The exam was not held at Tirtonirmolo office due to its lack of

infrastructure (there is no proper room to hold the exam). The exam is divided into several phases: (1) Writing test which includes general knowledge and academic potential test, (2) Interview test with partner (academician from university), and (3) Capacity in using Information and Technology test.

All phases were conducted at SMA N 1 Kasihan, Bantul given its proper infrastructure to hold the test. Nonetheless, with enough financial support, the test could be done with available facilities.

Resource is crucially important to execute a policy as the standard assumes that successful policy is the one that is supported by sufficient resource. The importance Resource is not only human yet also financial, asset, and other influential aspects.

#### **D. Disposition/Behaviour in The Execution Of Village Servant Selection Program**

Disposition is defined as behaviour of staff or bureaucrat in implementing a policy. If one wants the policy to be effectively and efficiently successful then the staff not only has to know what they have to do and has the capacity to do it, yet they also have to have a will.

Head of Tirtonirmolo village has appointed committee of nine that will

responsible in the execution of village servant selection in which the team consists of all elements in society; village government, BPD, PKK, LPMD, and Karang Taruna. The composition of the team is already appropriate to existing regulation.

Committee of nine with support from some elements of society as implementer of regional regulation number 5 of 2016 has worked as regulated by the law. It can be seen from the composition of committee team that are coming from various elements in society and also the selection itself that involved the third party (university) as partner.

#### **E. Bureaucracy Structure Factor in The Execution Of Village Servant Selection Program**

Despite of the availability of necessary resources in implementing policy and the bureaucrat knows how it works and has a will to work, policy implementation still can be ineffective if the bureaucracy structure is inefficient.

The committee of nine that responsible in the execution of the selection is formed tentatively thus this team will be dissolved once the selection is done. Bureaucracy structure does not really matter in executing this regulation considering the essence of this regulation

that does not require many participants to be involve.

To ease the burden of committee of nine, there is *Standard Operating Procedures* (SOP) available and the timeline that has been agreed so everyone can function their job and run their responsibility. The timeline becomes a guidance and target that must be achieved during the recruitment process. Therefore, the bureaucracy structure was not really influential in implementing regional regulation number 5 of 2016 about village servant.

#### **2) Obstacles in The Execution Of Village Servant Selection Program**

It is common as implementer that we are facing a problem or challenge when executing the policy or program. The obstacle can be on human resource, tool resource such as facility and infrastructure, and financial resource to support the operational of all activity.

During the process, committee of nine was dealing with several problems such as in socialization team that responsible to disseminate information about the selection that employs “being active or *jemput bola*” strategy yet they have limited number of human resource to run this strategy.

Furthermore, another obstacle appeared was the lack of facility in Tirtonirmolo village. Tirtonirmolo has no proper infratructure to conduct the test in its own office (do not have enough computer) so committee rented a room and its facility in SMA N 1 in Kasihan (Bantul) which approximately is located 3 km from Tirtonirmolo village office. The distance itself was causing a trouble when not all of candidates know the location of SMA N 1.

Every new regulation is commonly facing more problems, as happened in new regional regulation number 5 of 2016 about village servant that just recently implemented in Tirtonirmolo village. Nonetheless, implementer staff must be able to deal with any form of obstacle so the regulation can effectively work. This is as shown by committee of nine that who faced any obstable with figuring alternative like renting a place to hold the test even with minimum additional budget.

### **Conclusion**

Based on the research result, researchers conclude that the implementation of regional regulation number 5 of 2016 in Tirtonirmolo has several interesting points, which are :

1. Selection of village servant in Tirtonirmolo village in 2016 was

organized as regulated by regional regulation number 5 of 2016 about village servant. It can be seen start from the recruitment of committee members that follow the standard of nine people as mentioned in the article three and the second verse. The committee component consist of elements from various parties: Village government, BPD, LPMD, PKK, and Karangtaruna in Tirtonirmolo. The selection was also organized openly and was involving third party to keep the discreet and transparency during the test.

2. The main obstacle faced in the field was the lack of IT resource (computer) within Tirtonirmolo government to organize the IT test where candidate needs to perform their capacity in operating computer. As alternative, committee of nine rented SMAN N 1 to organize all phases of the test including the IT test. The following impact due to previous problem is the increase of budget to pay the building rent

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