

AN ANALYSIS OF THE CRITERIA OF FACILITATORS' JOB TARGET¹

ANALISIS KRITERIA PENYUSUNAN SASARAN KERJA WIDYAISWARA

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ABSTRACT

After the Government Regulation Number 46 Year 2011 on Public Servant's Work Appraisal has been imposed, every public servant is demanded to set Job Target of Public Servants (SKP). As public servants, facilitators must also arrange job target in SKP. In arranging it, facilitators are obliged to refer to the Regulation of Ministry of State Apparatus Empowerment and Bureaucracy Reform (Permenpan and RB) Number 22 Year 2014 on Non-Managerial Position of Facilitator and Their Credit Score. This study aimed to investigate whether or not the arrangement of facilitators' SKP has met two criteria required by the Permenpan and RB. This is a qualitative study, hence the data obtained from the field was deeply analyzed with descriptive method. The data were the SKP documents of some facilitators of Human Resources Development Agency of The Aceh Province. The findings depicted that almost all the facilitators did not arrange the SKP based on two criteria set by the Permenpan and RB. The unavailability of the criteria will cause the suspension of the facilitators' grade or position promotion. The study suggested some alternative recommendations as the follow-up activities which will further discuss in the paper. This study outlines main and ancillary activities of facilitators, annual minimum credit score, and sub elements of mandatory activities which must be annually actualized by facilitators according to the needs of their grade and position.

Keywords: Job Target of Public Servants, Facilitators, Minimum Credit Score, Mandatory Activities, Position

ABSTRAK

Setelah diberlakukannya Peraturan Pemerintah Nomor 46 Tahun 2011 Tentang Penilaian Prestasi Kerja Pegawai Negeri Sipil (PNS) maka setiap PNS dituntut untuk menetapkan Sasaran Kerja Pegawai (SKP). Widyaiswara juga tidak terlepas dari kewajiban untuk menetapkan target kerja dalam SKP. Dalam menyusun SKP widyaiswara harus merujuk kepada Permenpan dan RB Nomor 22 Tahun 2014. Study ini bertujuan untuk menganalisa penyusunan SKP jabatan fungsional widyaiswara berdasarkan kriteria Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi (Permenpan dan RB) Nomor 22 Tahun 2014 Tentang Jabatan Fungsional Widyaiswara dan Angka Kreditnya. Penelitian ini merupakan penelitian kualitatif dimana data yang diperoleh di lapangan dianalisa dengan menggunakan metode deskriptif. Data penelitian ini merupakan dokumen SKP beberapa widyaiswara Badan Pengembangan Sumber Daya Manusia

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Aceh. Temuan penelitian ini menunjukkan bahwa hampir semua widyaiswara menyusun SKP tidak berdasarkan dua kriteria yang ditetapkan Permenpan dan RB. Ketiadaan kedua kriteria ini akan mengakibatkan sanksi berupa penundaan kenaikan pangkat atau jabatan bagi para widyaiswara tersebut. Hasil penelitian ini melahirkan beberapa rekomendasi alternatif sebagai upaya tindak lanjut yang akan dibahas lebih lanjut di dalam penelitian ini. Penelitian ini membahas unsur-unsur kegiatan utama dan kegiatan penunjang widyaiswara, angka kredit minimal per tahun dan sub unsur kegiatan wajib dari unsur utama yang harus dicapai oleh widyaiswara berdasarkan pangkat dan jabatannya.

Kata kunci: Sasaran Kerja Pegawai, Widyaiswara, Angka Kredit Minimal, Sub Unsur Wajib, Jabatan

A. INTRODUCTION

Since the Government Regulation Number 46 Year 2011 on Public Servant's Work Appraisal has effectively been applied, every public servant is required to set their job target (SKP) at the beginning of the year. In addition to job target, public servant must show good work attitude measured based on some behavior indicators. By the existence of work appraisal, both the job performance and behavior of public servant can be objectively measured (Government Regulation Number 46 Year 2011). Work appraisal promote the merit sytem, an objective evaluation, to identify the employees contributing good job performance and those with below the standard job performance, in which the good performers will be rewarded and poor performers will be improved (Fatimah and Irawati, 2016). Fathoni (2006) and Syukron (2014) advocates work appraisal give some feedbacks on employees' job performance, competence, weakness which is beneficial to set goals, plan, and career development. Meanwhile for organization, work appraisal is beneficial for decision making for many aspects, to name a few, providing education and training and promotion.

Nuronniah, Linggi, Budiman (2017) additionally emphasize work appraisal

with SKP approach stores a new hope for career development if it is applied effectively based on its principles that is objective, measurable, participative and transparent. It will benefit both the public servants and the organization. The public servants will be stimulated to maximally try hard to reach their job target in order to get additional income while the organization will have the road map in developing human resources.

Eventhough there are two elements in public servant's work appraisal which are job target (SKP) and work attitude, this paper is merely focused on SKP. SKP is public servants' annual work plan which contains job target or workload that will be achieved by public servants. The SKP is prepared at the beginning of year and must be implemented for one current year (12 months). At the end of the year, the result including spent time and budget, work quality and quantity will be evaluated by their direct supervisor as the evaluator (Government Regulation Number 46 Year 2011). In other words, job target or workload is a number of responsibilities which must be executed at year end with at least minimum target is achieved as mentioned in the SKP contract and it will be better if it exceeds the initial target.

As public servants, facilitators are also required to set their job target (SKP). The job target meant here is a minimum credit score/workload/job performance per year and credit score for sub element of mandatory activities. So, in this paper job target, minimum credit score, workload, or job performance share the same meaning, because of that, they will be used interchangeably. To arrange SKP in line with their grade and position needs, facilitators must follow the direction of the regulation of Ministry of State Apparatus Empowerment and Bureaucracy Reform (Permenpan and RB) Number 22 Year 2014.

There are pros and cons related to it. Previous study about the Permenpan and RB stated that the existence of this regulation is beneficial for facilitators due to the bigger credit score given for each sub element of activities mainly for sub elements of education, teaching and training so it can increase facilitators' job performance (Basuki, 2014). It can even go beyond the minimum credit score demanded by this regulation.

In contrast, another study by Mariada (2015) perceived the new regulation is considered to have set higher standard for minimum credit score for mandatory sub elements primarily for sub element of professional development. This is not an obstacle for them stationed in provincial level but it is a problem for facilitators based in Districts or municipalities, because they have no chance of publishing their academic papers (Mariada, 2015).

Mariada's empathy for them should be appreciated but the Permenpan and RB grants higher credit score for each sub element of activities. In relation to credit score for sub element of professional development, although their organization

can not accommodate their academic papers, technology advancement nowadays allows the facilitators to access journals from other organizations in the province, national or international journals to publish theirs regardless their isolated areas. It is in line with a research finding conducted in the Bali Province by Diapramana, Noak, and Purnamaningsih. They found that facilitators in the Province were very active to write articles both for journals and newspaper to develop their competency and to gain credit score (Diapramana, Noak, and Purnamaningsih, n.d.). So, credit score for facilitators urged by the Permenpan and RB is still rational even for professional development element sub element. In fact, the Permenpan and RB directs facilitators the job promotion in four years. The facilitators do not have to rush in to reach promotion in two years eventhough it is legal.

To be underlined, despite the high amount of credit score the facilitators have accumulated, they can not propose for a higher position if the two criteria set by the Permenpan and RB are not fulfilled, which are the achievement of minimum credit score and the credit scores of sub elements of mandatory activities. There are a lot of job descriptions or activities facilitators can select as annual target to meet the two criteria as listed in the Regulation of Ministry of State Apparatus Empowerment and Bureaucracy Reform (Permenpan and RB) Number 22 Year 2014 on Non-Managerial Position of Facilitators and Their Credit Score and The Regulation of Head of State Administration Agency Number 26 Year 2015 on Guidance To Credit Score Assessment for Facilitators.

So, in preparing the SKP, the facilitators can choose among their job descriptions in both regulations wherein the activities targeted are obliged to include the mandatory sub-elements of educating,

teaching and training, evaluation and development of education and training, and professional development. Meanwhile others are only optional. What is more to highlight, the job descriptions in the SKP must contribute to the minimum credit score achievement in line with their grade and position. The amount of minimum credit score will be a benchmark for facilitators' annual job performance achievement in which the reward will be the promotion of grade and or position to one step higher.

But, during the writer's experience as a facilitator from 2014 until now, it seems that the arrangement of the SKP as instructed by the Permenpan and RB based on the needs of facilitators' grade and position is till inaccurate. Therefore, this study emerges to find out whether or not the arrangement of facilitators meet the two criteria regulated in the regulation. And this is what differentiate this study from previous studies by Basuki "Between Hope and Challenge of The Emergence of Permenpan and RB Number 22 Year 2014" dan Mariada "Credit Score of Facilitators: Opportunities and Challenges" after the Permenpan and RB has been effective.

B. LITERATURE REVIEW

1. Job Descriptions of Facilitators

Based on the Regulation of Head of State Administration Agency Number 26 Year 2015 facilitators are public servants hired as non-managerial position by the authorized official with duties, responsibilities, authorities and right to educate, teach and train, and to conduct evaluation and development of education and training at government organizations. In the Ministry of State Apparatus Empowerment and Bureaucracy Reform (Permenpan and RB) Number 22 Year 2014 on Non-Managerial Position of Facilitators and Their Credit Score and The Regulation

of Head of State Administration Agency Number 26 Year 2015 on Guidance of Credit Score Assessment for Facilitators, facilitators' duties/activities have been widely described as follows:

1. Mandatory elements consist of sub elements:
 - a. Sub element of education comprising of:
 - 1). Formal education/university and acquiring a certificate/degree, which covers the activities: a. Attending formal education/post-graduate school and attaining a doctorate degree (S-3); and b. Attending formal education/graduate school and attaining a Masters Degree (S-2).
 - 2). Attending non-managerial and technical education and training supporting facilitators' duties and acquiring Letter of Accomplishment of Education and Training (STTPP/certificate).
 - b. Sub elements of education, teaching and training of public servants, comprising of:
 - 1). Preparation, which covers the activities: a. Arrangement of education and training materials; b. Arrangement of test materials / assessment materials of education and training
 - 2). Implementation, which covers the activities: a. On-class teaching and learning; b. Coaching; c. Mentoring on field observation /field practice / benchmarking; d. Coaching on writing paper work/innovation project; e. Exam assessment; dan f. Coaching on the process of education and training implementation.
 - c. Sub evaluation and development of education and training, comprising of:
 - 1). Evaluation of education and training, which covers the activities: a. Evaluation of education and training implementation at his/her institution; and b. Evaluation of facilitators' job performance
 - 2). Development of education and training, which covers: a.

Needs analysis of education and training; b. arrangement of education and training curriculum; c. Arrangement of education and training module.

- d. Sub professional development, which covers the activities: 1). Composing academic writing relating to his/her expertise and education and training context, which covers the activities: a. Composing academic writing relating to his/her expertise and education and training context in a book format. b. Composing academic writing relating to his/her expertise and education and training context in a non-book format; c. Composing academic writing in line with his/her expertise in a paper format on academic meeting; 2). Invention of innovation which has been patented; 3). The arrangement of guideline book/implemation guidelines/technical guideline to education and training; 4. The execution of academic oration in relation to his/her expertise.
- e. Sub elements of ancillary/supporting duties of facilitators, which cover: 1). Role in a seminar/workshop/conference in education and training context; 2). Membership in a professional organization; 3). Coaching facilitators under his/her level; 4). Writing articles on website, 6). Acquiring degree/other scholarly certificates; 7). Acquiring rewards/honors.

There are a great number of facilitators' job descriptions which can be put into facilitators' SKP as reference to their annual job target. Job descriptions will help very much in determining the employees' job target/goal (Fathoni, 2006). Yet it needs underlining that in yearly activities, sub elements of education, teaching and training, evaluation and development of education and training and professional development must be included

in the SKP as well as the determined minimum credit score and its distribution on those the sub elements of mandatory activities.

2. Annual Job Target of Facilitators

As previously mentioned every public servant must arrange SKP as a one-year work program when a new year begins. SKP covers a number of job targets or workload set by public servants and must be approved by a direct supervisor. The job target will then be accomplished in one year.

The score of the SKP implementation is a description of the job target achievement which signals good or poor job performance. Robbins and Sinambela in ABS, Rahma and Sunaryo (2012) defines job performance as an evaluation result of the job actualized by an individual compared to the fixed criteria. Mangkunegara in ABS, Rahma and Sunaryo (2009) further conceptualizes job performance as a work result that is achieved by individual either qualitatively or quantitatively in completing his/her job. It will give a feedback for the employers on the decision making whether to give a reward, punishment or empowerment.

In terms of facilitators, the job target for facilitators based on their grade and position is very clear, so are the job descriptions. The job target or workload for facilitator is minimum credit score which indicates expected job performance. This will later determine whether facilitators deserve to be promoted to one step higher grade and or position or not. The minimum credit score which is to be formulated in SKP in line with the Permenpan and RB No 22 Year 2014 is 12,5 for First Class Professional Facilitator, 25 for Junior Professional Facilitator, 37,5 for Middle Professional Facilitator and 50 for Senior Professional Facilitator with grade

IV/d. The regulation insist that minimum credit derive from 3 (three) sub elements of education, teaching, training, evaluation and development of education and training and professional development. Whereas, the rest of facilitators' job descriptions other than that may or may not be included in the annual activities. It is a must for facilitators to abide by the requirements stated in the Permenpan and RB. All terms and condition have been stated in the regulation, hence the guideline to arranging SKP. So, there is rather unacceptable if some facilitators think arranging SKP is a heavy job not to mention being late in submitting SKP. To be noted that failing to meet SKP deadline which is on January each year will cause penalty.

In addition to work contract, SKP acts as a career-projecting tool. With SKP, facilitators' future career (grade and or position) will be well-organized and

projected. Facilitators will be able to plan and set annual minimum credit score in his/her capacity. They can normally propose for grade and or position promotion in two year's time (Mutual Regulation of Head of National Administration Agency and Head of National Civil Service Agency Number 1 and 8 Year 2015) or in four year's time if they implement minimum credit score guidelines set by the Permenpan and RB (Permenpan and RB Number 22 Tahun 2014). To file the promotion in two years, facilitators need to set 1/2 of minimum credit score required, or 1/4 of minimum credit score demanded if they propose for it in four years. For example, First Class Facilitators with grade III/b need 50 minimum credit score to be promoted to one step higher grade of III/c to the position of Junior Professional Facilitators.

Tabel 1. The amount of the lowest accumulative credit score for hiring and position promotion with Masters Degree (S-2)

No	ELEMENT	PERCENTAGE	JENJANG JABATAN DAN ANGKA KREDIT								
			First Class Profes Sional	Junior Professional			Middle Professional			Senior Professional	
1	Main Elements A. Education Pendidikan 1. Post Graduate Education		150/II I/b	150/II I/c	150/II I/d	150/I V/a	150/I V/b	150/I V/c	150/I V/d	150/IV/e	
	2. Education and training	≥ 80 %	0	40	120	200	320	440	560	720	
	B. educating, teaching, training	≥ 30 %	0	12	36	60	96	132	168	216	
	C. Evaluation and development of education and training										
	D. Professional Development		6	8	10	12	14	16	18		
2	Ancillary Elements Ancillary Element of facilitators	≤ 20 %	0	10	30	50	80	110	140	180	
		100 %	150	200	300	400	550	700	850	1050	

Source: Regulation of Ministry of State Apparatus Empowerment and Bureaucracy Reforms

Therefore, they require 25 credit score per annum to be promoted in two years or 12,5 if promotion is pursued in four years. Bear in mind that the credit score must originate from the three sub compulsory elements. Later when the promotion, in case that the credit score experiences surplus, the excess can be saved for future need. Credit score surplus is today's phenomenon, however, the credit score is not distributed on the sub elements of mandatory activities as mandated by the Permenpan and RB.

The surplus will not contribute to facilitators' promotion, therefore, it will be suspended until the three sub compulsory elements are attained. As Fathoni advocated that work appraisal should be formally implemented in accordance with some criteria rationally required as well as objectively applied (Fathoni, 2006). The needs of credit score for each level of position, sub mandatory elements and their credit score which is required is shown by Tabel 1.

So far, the hiring of facilitators is dominated by post graduate (S2). Consequently, only the table depicting the need of minimum credit score for grade and position required by facilitators hired with a Masters degree. However, the need of minimum credit score for a doctorate degree (S3) hire is not presented here.

It can be seen from the table above that facilitators may accumulate minimum credit score of main elements by more than 80% ($\geq 80\%$). Of all the total, 30% of the credit score must come from educating, teaching and training, evaluation and development of education and training, while professional development requires diverse credit score for each grade and position. First Class Professional Facilitators (III/b) who

will propose for Junior Professional Facilitators (III/c) needs 6 minimum credit score. Furthermore, to be promoted to one level higher onwards, the need of credit score from this sub element systematically rise by 2 credit score. Accumulatively, the credit score which must be collected by facilitators since becoming First Class Professional Facilitators (III/b) until turning into Senior Professional Facilitators (IV/e), the highest career, is 84 out of 1050 credit score.

Next, there is no standardized credit score for education and training sub element. This indicates that this sub element is just an optional activity, which means including it into SKP is not an obligation though it should be better to list it among other agenda. Concerning with ancillary elements, facilitators are recommended to gain 20% by maximum ($\leq 20\%$) from the yearly activities.

Credit score needs for each grade and position rises based on the level. It needs explaining that facilitators can be rewarded grade promotion or both grade and position promotion. Grade promotion shows that facilitator are rewarded one step higher grade. On the other hand, position promotion means one step higher grade and position at the same time.

Position level of facilitators are grouped into 4 (four) categories i.e. First Class Professional Facilitators, Junior Professional Facilitators, Middle Professional Facilitators, and Senior Professional Facilitators. The position of First Class Professional Facilitators are those facilitators under the grade of First Class Junior Superintendent (III/b). Junior Professional Facilitators comprise of those with the grade of

Superintendent (III/c) and First Class Superintendent (III/d).

Tabel 2. Job Target of facilitator

No	I. Evaluating Supervisor		No	II. Evaluated Public Servant			
1	Name	Drs. Sampumo Hadi	1	Name	Drs. Arwin Adiputro, M.Si		
2	Employee Number	195504211982031099	2	Employee Number	196701221999121099		
3	Grade	Middle Administrator/IV d	3	Grade	1 st Class Superintendent/III/d		
4	Position	Head of Regional Office	4	Position	Junior Professional Facilitator		
5	Organization Unit	Regional Office	5	Organization Unit	Regional Office		
No	III. JOB DESCRIPTIONS		CS	TARGET			
				QUANTITY / QUALITY	QUALITY / QUALITY	TIME	BUDGET (IDR)
1	<u>Key Elements</u> Conducting needs analysis of education and training (as a member, 1/report)		1	1 report	100	12 MONTHS	-
2	Compiling curriculum according to one's expertise on technical education and training (as a member, 0,20/report)		0,20	1 report	100	12 MONTHS	-
3	Compiling teaching material according to one's expertise on technical education and training (0,10/paper)		2	20 papers	100	12 MONTHS	-
4	Compiling Curriculum and lesson plan according to one's expertise on technical education and training (0,10/curriculum/lesson plan)		0,2	2 curricula/lesson plans	100	12 MONTHS	-
5	Compiling ICT-based teaching material /power point according to one's expertise on technical education and training (0,10/power point material)		2	20 power points	100	12 MONTHS	-
6	Compiling module according to one's expertise on technical education and training (0,60/module)		1,2	2 modules	100	12 MONTHS	-
7	Teaching on the class according to one's expertise on technical education and training (0,025/lesson duration)		0,5	20 lesson duration	100	12 MONTHS	-
8	Writing an academic paper on education and training development and or expertise development in a book format with ISBN (as the writer, 20/book)		20	1 book	100	12 MONTHS	-
9	Writing an academic paper on education and training development and or expertise development in an accredited magazine (3/article)		9	3 articles	100	12 MONTHS	-
10	Writing an academic paper on education and training development and or expertise development in a manuscript format and is documented in a library (2/article)		10	5 manuscripts	100	12 MONTHS	-
11	<u>Ancillary Element</u> Participating as a participant in a seminar/workshop for competency development of facilitators (1/activity)		4	4 activities	100	12 MONTHS	-
TOTAL CREDIT SCORE			50,1				

Source: Regulation of Head of National Civil Service on Implementing Guidelines to the Government Regulation Number 46 Year 2011 on Job Appraisal of Public Servants

Table 2 is an example on how to arrange SKP of facilitators based on the minimum credit score for each grade and position (The Regulation of Head of National Civil Service Number 1 Year 2013).

Tabel 3. Job Target of facilitator-adapted

No	I. Evaluating Supervisor		No	II. Evaluated Public servant			
1	Name	Drs. Sampumo Hadi	1	Name	Drs. Arwin Adiputro, M.Si		
2	Employee Number	195504211982031099	2	Employee Number	196701221999121099		
3	Grade	Middle Administrator/IV d	3	Grade	1 st Class Superintendent/III/d		
4	Position	Head of Regional Office	4	Position	Junior Professional Facilitator		
5	Organization Unit	Regional Office	5	Organization Unit	Regional Office		
No	III. JOB DESCRIPTIONS		A K	TARGET			
				QUANTITY / GRADE	QUALITY / GRADE	TIME	BUDGET (IDR)
1	Key Elements Conducting needs analysis of education and training (as a member, 1.25 / report)		1,25	1 report	100	12 MONTHS	-
2	Compiling education and training curriculum according to one's expertise on technical training (as a member, 0.75 / report)		0,75	1 report	100	12 MONTHS	-
3	Compiling teaching material according to one's expertise on technical aeducation and training (0.60 / paper)		12	20 papers	100	12 MONTHS	-
4	Compiling curriculum and lesson plan according to one's expertise on technical education and training (0,60/curriculum/ lesson plan)		1,2	2 curricula/ lesson plans	100	12 MONTHS	-
5	Compiling ICT-based teaching material / power point according to one's expertise for technical education and training (0,60/powerpoint material)		12	20 powerpoints	100	12 MONTHS	-
6	Compiling module according to one's expertise on technical education and training (0,60/module)		10	2 modules	100	12 MONTHS	-
7	Teaching on the class according to one's expertise on technical education and training (0.04 / JP)		0,8	20 lesson duration	100	12 MONTHS	-
8	Writing an academic paper on education and training development and or expertise development in a book format with ISBN (as an author, 20 / book)		20	1 book	100	12 MONTHS	-
9	Writing a academic paper on education and training development and or expertise development in an accredited scientific magazine (2.5 / article)		7,5	3 articles	100	12 MONTHS	-
10	Writing an academic paper according to one's expertise and is presented in an academic meeting at one's agency (1/paper)		5	5 papers	100	12 MONTHS	-
11	<u>Supporting Element</u> Participating as a participant in a seminar/workshop for competency development of facilitators (1/activity)		4	4 activities	100	12 MONTHS	-
TOTAL CREDIT SCORE			74,5				

Source: Adaptation of the Regulation of Head of National Civil Service on Implementing Guidelines to the Government Regulation Number 46 Year 2011 on Job Appraisal of Public Servants

From the example it can be seen but also on evaluation and that facilitators' activities orient not development of education and only on education, teaching, training training and professional

development such as writing modules, papers, etc. Credit score targeted exceeds the minimum credit score for Junior Professional Facilitators score per year namely 25. Rather, the facilitator targeted, 50,1, beyond the minimum limit. Both the criteria are what facilitators must pay heed to in arranging SKP. However, the arrangement of the SKP still applied the standard of outdated Permenpan and RB Number 14 Year 2009 because when the regulation on SKP was imposed, the regulation was still effective. For that reason, the arrangement of the SKP followed the regulation.

Yet, since the effectiveness of the Permenpan and RB Number 22 Year 2014, the arrangement of SKP are required to refer to the new regulation so that there will be no inaccuracy when arranging it due to some changes to the former one. For example, writing an academic paper on education and training development and or expertise development in a manuscript format and is documented in a library has no longer existed in the new regulation, it has been omitted. Another change is on the sub elements of activities and their credit scores. In the previous regulation, compiling teaching material contributed 0,10 while in the new regulation, it is 0,6. But, the the minimum credit score for each grade and position promotion remain the same either in the former regulation or new regulation. If Drs. Arwin Adiputro's SKP is converted to The Permenpan and RB Number 22 Year 2014 then the result is as shown in Table 2.

From the SKP adaptation, minimum credit score which was 50.1 becomes 74.5.

Therefore, the excessive target may be reduced by eliminating some volume of the activities, but if it can be actualised by the end of the year, it will not be an issue. However, if the set target is not achieved, facilitators will get punishment, minor punishment if 25% of the target is not reached, and severe punishment if 50% of the target is not realised (Government Regulation Number 46 Year 2011). Therefore, the target should be made as minimum as possible based on the needs of grade and position as directed by The Permenpan and RB Number 22 Year 2014.

C. RESEARCH METHOD

This study used qualitative descriptive design commonly applied in social studies. A qualitative study does not have a fixed standard (Bungin, 2012). So, the design depends on the researcher's needs and creativity to formulate as long as it can answer the reseach question or the objective of the study. Relating to this study, SKP documents are used. The SKP documents of some facilitators were obtained from the General Affairs Sub-Sector of Human Resources Development Agency (BPSDM) of The Aceh Province. The documents were then analyzed to reveal the criteria of Permenpan and RB Number 22 Year 2014 in the facilitators' SKP.

The total number of BPSDM Aceh's facilitator is 24 with various grades and positions namely Junior Professional Facilitator (6 persons), Middle Professional Facilitator (12 persons) and Senior Professional Facilitator (6 persons). As stated earlier, this study aimed to find out two criteria in facilitators' SKP which were the number of minimum credit score of facilitators by grade and position, 2). Sub element of mandatory activities i.e. education, teaching and training, evaluation and development of education

and training and professional development as mandated the Permenpan and RB Number 22 Year 2014.

Pursuant to that, facilitators' SKP used as the data was derived from Junior Professional Facilitator, Middle Professional Facilitator and Senior Professional Facilitators with grade of IV/d. The samples were dominated by young facilitators having long period of employment whose career development must be paid attention to. Nonetheless, one Senior Professional Facilitator (IV/d) was taken as a sample due to considering representation factor of facilitators' positions (Junior Professional facilitators, Middle Professional facilitators, and Senior Professional facilitators) working at BPSDM Aceh. Meanwhile, Senior Professional Facilitators with the grade of IV/e, the highest level, was not used as referral data because the position of these facilitators only require 25 credit score as maintenance per year, and the credit is within their easy reach. On the other hand, the inaccuracy in the preparation of the SKP has no effect on

the promotion postponement and their retirement is approaching.

After all the SKP documents from the samples were collected, they were then used as the data sources to identify the two criteria which must be included in facilitators' SKP as required by the regulation. Finally, the data were also used to highlight other interesting findings which may appear.

D. RESULTS AND DISCUSSION

Article 16 of Permenpan and RB Number 22 Year 2014 explicitly states that in preparing the SKP, the facilitators must include the activities of the sub elements of educating, teaching and training, evaluation and development of education and training and professional development and minimum credit score of at least 12.5 for First Class Professional Facilitator, 25 for Junior Professional Facilitator, 37, 5 for Middle Professional Facilitator, and 50 for Senior Professional Facilitator with grade of IV/d.

Table 4. The minimum credit score and sub mandatory elements

No	Name	Grade	Position	Sub Mandatory Element			Min Credit Score	Credit Score in SKP
				B	C	D		
1.	F1	Superintendent/III/c	Junior Professional facilitator	√	×	×	25	10,49
2.	F2	Superintendent/III/c	Junior Professional facilitator	√	×	×	25	22,54
3.	F3	First Class Superintendent/III/d	Junior Professional facilitator	√	×	×	25	21,26
4.	F4	Administrator/IV/a	Middle Professional facilitator	√	×	×	37,5	29,13
5.	F5	Administrator/IV/a	Middle Professional facilitator	√	×	×	37,5	31,13
6.	F6	Administrator/IV/a	Middle Professional facilitator	√	×	×	37,5	38,39
7.	F7	Middle Administrator/IV/d	Senior Professional facilitator	√	√	√	50	31,28

In contrast, in the implementation there was inaccuracy in arranging SKP so that what is mandated by the regulation is not well accommodated. Below is the result of data tabulation of annual job target (required minimum credit score) and job descriptions (sub elements of mandatory activities) from several facilitators of various grades and positions. The data above depicts that almost all of the facilitators did not fulfill the criteria required by the Permenpan and RB Number 22 Year 2014 in the SKP: sub mandatory elements and minimum credit score. If analyzed from the sub mandatory elements, the facilitators only focused on sub element of educating, teaching and training whereas sub elements of evaluation and development of education and training and professional development are ignored. Furthermore, if it is analyzed from the minimum annual credit score, this criterion was neither fulfilled.

The minimum credit score/job target for Junior Professional Facilitator with grade of III/c is 25, while F1 and F2 only targeted 10.49 and 22.54. Both of these job targets are below the minimum standard. And the distribution of target is only oriented on education, teaching and training meanwhile target for evaluation and development of education and training and professional development is not available at all. In fact, professional development by writing academic/scientific papers is one of the required elements that must be sharpened because the ability of facilitators to write will affect the quality in guiding paper writing of Basic Training participants (Latsar) and Leadership Education and Training participants (diklatpim). Moreover, it can contribute to their organization accreditation score.

Similarly, the level of Junior Professional Facilitator with grade of III/d and Middle Professional Facilitators set job targets which are below the standard (exception for F6, who targeted slightly above the minimum target). The Junior Professional Facilitator (F3) with grade of III/d goaled 21,26 while it must have been at least 25. The Middle Professional Facilitators (F4 and F5) targeted 29,13 and 31,13 out of the expected 37,5. In addition, it can also be seen that the credit scores of all the facilitators are only distributed on education, teaching and training. Last of all, Senior Professional Facilitator met all the sub elements of mandatory activities, however, the minimum job target is still below the standard. Senior Professional Facilitator with grade of IV/d must set at least 50 credit score while F7 which is the Senior Professional Facilitator only targeted 31.28, far below the standard.

The arrangement of SKP in line with the criteria of the Permenpan and RB actually directs facilitators in planning their career. In order to ascend to a certain level they must achieve the specified amount of job performance/workload/credit score and including three sub mandatory elements previously mentioned.

However, by not being obedient to these criteria, the career of facilitators will be suspended because SKP realization evaluation is an objective assessment which determines whether a facilitator will be recommended for promotion of grade and or position or not. If one or two of the previously mentioned conditions is not met then it can be confirmed that the promotion of the facilitator will be postponed until the requirements are fulfilled.

What has been occurring all this time there are many facilitators who set job target below the standard of their position,

but at the end of the year job target achieved is actually so much greater than the initial target, far exceeds the standard of the Permenpan and RB Number 22 Year 2014 resulting in credit score surplus. However, this surplus is not evenly distributed on the sub mandatory elements set. In other words, if it is observed from the number of credit score to be achieved, the number of targeted credit score in a year is met but if observed from the sub element of mandatory activities, there are certain sub mandatory elements that are not fulfilled such as the absence of credit scores of evaluation and development of education and or training and professional development mandated by the regulation. Consequently, this surplus can not help the facilitator for promotion but it can only be saved for the future need.

So far, the evaluating supervisor seems to not comprehend these two criteria. As the result, they somehow give good score to facilitators' job performance. It certainly is not objective and against the regulations. Nevertheless, when facilitators submit proposal for their credit score statement (PAK), say at the year end as it commonly takes place, the attainment description of credit score and its distribution on sub element of compulsory activities are clearly shown. So, though the SKP stated that facilitators job performance is good, PAK will do the contrary, hence promotion suspended by the officials responsible for the promotion.

All the findings of the research indicates the ineffectiveness of article 16 of the Permenpan and RB No 22 Year 2014 implementation which can be seen in the SKP. Whereas as a type of public policy which applies in this nation, this regulation virtually acts as the direction or guidelines to its target groups' (facilitators') regarding their responsibilities and function in the beureaucracy. This ineffectiveness can be

caused by the nothingness of two of four keys to the effective policy implementation indicators proposed by Edward III which are communication and disposition/ implementors' attitude towards a regulation. Communication /socialization of a regulation must clearly state the objective and the target of a regulation to its target group so that it can eliminate the disparity between the planning and implementation. Ideally, communication / socialization must synchronyze the two. Meanwhile, implementors' obedience (attitude) plays very crucial role for the effectiveness of policy implementation (Edward III in Akib, 2010; Edward III in Ramadhani and Ramadhani, 2017).

Finally, Hayat (2016) concludes public policy (PP Number 46 Year 2011 and Permenpan Number 22 Year 2014 in this case) is the foundation for public servants in performing their responsibilities and function and the base for job performance evaluation. He further adds, therefore, work appraisal on job performance is important to be done professionally because it has implication on reward and punishment which is aimed to measure and improve the quality of apparatuses to be more competent in doing his/her job. This will lead to high professionalism, good governance as well as sustainably successful bureaucracy reform.

E. CONCLUSION AND RECOMMENDATIONS

From the data obtained in the field related to the SKP arrangement of non-managerial position of facilitator has been found the absence of two criteria as demanded by Permenpan and RB Number 22 Year 2014. The lack of the criteria was shown by the absence of the sub elements of mandatory activities (evaluation and development of education and training and professional development exception for

educating, teaching and training) and minimum target of credit score per year.

This illustrates that the facilitators do not have initiative and creativity to conduct activities outside educating, teaching, and training, meanwhile, there are many kinds of education and training activities held by BPSDM which can be evaluated and developed. Instead, before holding education and trainings, a needs analysis of education and training can be implemented prior to education and trainings so that the activities held are actually based on human resource development needs, not on bias estimation. This is how facilitators' performance can contribute to themselves (at least attaining the minimum credit score from these activities) and their organization. Or facilitators can conduct other activities under evaluation and development of training, instead.

In relation to professional development, there are also various activities under this category for example journal. Journals are inviting writers to publish their academic work. Facilitators, one of whose job descriptions is to write an academic/scientific work, can participate in contributing their knowledge either nationally or internationally. This kind of job description can contribute to a prestige for the organization, moreover, if their work is published at least in a nationally accredited journal. Again, this performance is a contribution to themselves (high credit score to ease fasten the attainment of minimum credit score) and organization.

But unfortunately, the unavailability of those criteria also suggests the lack of socialization so that the facilitators do not comprehend how to arrange SKP based on the standard mandated by the regulation. It can also indicate that they comprehend but they ignore it. In fact, the failure to implement the regulation will have a negative impact on the achievement of the objective of the regulation which basically

intends to facilitate the facilitators in planning and pursuing their professional career.

On the other hand, the ineffectiveness of an imposed regulation reveals the apathy of the apparatus in this context the facilitators to find out about the regulations related to the field of their profession. Whereas, as good apparatuses it is a necessity to always be updated to the regulations taking effect. This is not difficult especially now wherein information is at the tip of the fingers. Furthermore, the apathy will only consciously or unconsciously annul the regulation imposed. To be underlined, the creation of a particular regulation has been through a very long tiring process and spent time and cost which is not small in amount. Yet, at the end of the day, the applied regulation ultimately is only black on white which is not working for those becoming target groups of a particular regulation.

Finally, based on the findings there are some recommendations that should be done, they are: 1). The needs of (re)socialization of the new regulations by the authorities. 2). Facilitators need to proactively find out and learn the regulations related to the field of their profession 3). Facilitators are still orienting on education, teaching and training sub element while two other mandatory activities namely evaluation and development of education and training and professional development are missing. Consequently, it is necessary to hold a workshop on the preparation of SKP for non-managerial position of facilitator so that facilitators can arrange SKP as it is required. 4). The needs of clearer and more detailed technical guidance regarding the arrangement of facilitators' SKP. 5) Organizing education and trainings on sub elements of evaluation and development of education and training and sub elements of professional development so that facilitators will be empowered, hence confident to conduct these activities every year.

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