

## Democratization in Indonesia: A Study on National Police Performance in Securing Lebaran (Moslems Religious Holiday) Agenda

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### Abstract

There is a gap between public and police perception on the success of *Lebaran* security operation in 2016. This different perception is further reviewed through performance evaluation. The evaluation applies the *models core concepts denoted by acronym CIPP, which stands for evaluations of an entity's context, input, process, and product.* The result conclude that the *Lebaran* Security Operational performance by the *Satuan Operasi (Sops Kepolisian = Police Operational Unit)* has quite successfully performed, instead of some obstructions due to the less coordination of the existing qualified personnel to adjust the dynamic condition on location. *Lebaran* security police operational target is unmeasurable, as no qualitative success standard reflected therein. The researcher propose a necessary ideal model to be performed by the police to establish similar perception (as attached) on the subject matter.

**Keywords:** Democratization; Good services; Performance

### 1. Introduction

For Moslem community in Indonesia, *Eid El Fitri* has its own specific uniqueness, as in addition to a religious day celebration, it becomes a tradition where it is always accompanied with *mudik and balik activity (people trip to and from their homeland)*. These activities are happened during the national holiday, and the land transportation routes have brought the traffic jam, with high traffic accidental rates, mainly in Java island. People desire that during the *lebaran*, they could enjoy the smooth trip, both during their departure and arrival to their place of origin. Public considers that the *lebaran* security operation is still not effective due to traffic jams, while the police considers that their *lebaran* services provided are successfully implemented year by year. These gap perceptions between public and police on the success of *lebaran* security operation by the police are necessary to be deeper reviewed under a performance evaluation.

The *National Police of the Republic of Indonesia (Polri)* as one of Governmental bodies providing the security services, where pursuant to the Laws Number 2 of 2002 on the National Police of the Republic of Indonesia, it has the following duties and authorities:

- a. To maintain Public Security and Order.
- b. To maintain the law enforcement.
- c. To provide public protection, shelter, and services.

Polri duties always to provide security service, law enforcement, and also public services performed by its Working Unit in term of police operation. One of *Satuan Kerja (Satker = Working Units)* under Polri having duties on police operation is the Staf Operasi Polri (Sops Polri = Operational Staff of the Police of the Republic of Indonesia) having the following main duties:

- a. Sops Polri is the supervisor and assistance of director in police operational management under the *Kapolri (Head of the National Police of the Republic of Indonesia)*
- b. Sops Polri assists the *Kapolri* in police operational planning, organizing, implementing, and controlling, including the cooperation with the institutional ministries, and to follow up the supervision and control of government special programs related to Polri.

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Staff of Sops Polri serves as the police operational manager, is liable to its performance accountability to public. Performance accountability in Police operations should be measurable with certain standard, requires success evaluation of the questioned police operation, knows what measurement is used, and how to measure the same.

This research departs from the aforesaid background of issues to recognize the performance accountability, and the policy of police operational performance. Referring to the background of the study, this research is formulated as follows:

- 1). To analyze the performance of Police Operational Unit in Ketupat Operation of *Lebaran* Security of 2016.
- 2). To identify and analyze any obstructions and solutions of Ketupat *Lebaran* Security police operation. Framework

## 2.1. Performance and Evaluation.

Performance is the illustration on achievement level of an activity to establish target, object, mission and vision of organization as set forth in an organization strategic planning. Bernardin and Russel (1998:239) said "Performance is defined as the record of outcomes produced on a specified job function or activity during a time period". Schneider in Williams (2002:94) : "Performance is what the person or system does". Whereas according to Brumbach in Armstrong (1998:16) : "Performance means behavior and results. Behaviors emanate from the performer and transform performance from abstraction to action, Not just the instrumentists for results, behaviors are also outcomes on their own right, the product of mental and physical effort applied to task "

Whereas performance measuring is a process of work progress assessment towards the specified purpose and target, including the information of: efficiency of resources utilization in producing goods and services; quality of goods and services; comparison of activities results with the intended aim; and action effectiveness in achieving the purposes.

Meanwhile, the performance measuring results require their accountability. According to the *Lembaga Administrasi Negara (National Administration Agency)* (2000:43): Accountability is a requirement to provide accountability or reply and describe the performance of a person / corporation / director of an organization to the entitled or authorized parties to request the same. According to Oxford Advance Learner's Dictionary quoted by the *Lembaga Administrasi Negara* (2000:21) : Accountability is required or expected to explain of what have been done.

Some experts in evaluation define research evaluation as per their study backgrounds. Rossi (Worthen and Sanders, 1987:27) stated that "Evaluation research is not equivalent to evaluation. To the extent that an evaluation is based on empirical evidence collected in ways that are susceptible to replication and treated with due regard to issues of internal, external, and construct validity, then the evaluation in question is evaluation research."

A policy evaluation may identify the performance of an organization from how the questioned policy processes are delivered and applied by the said organization, in addition, it may also be identified how precise are employees perform their main duties and services, as those they may significantly influence the achievement of organization performance accountability.

## 2.2. Policy evaluation model.

Policy evaluation model is a simple representation of selected aspects in the evaluation of an issue composed for certain purposes. Policy evaluation model is representable as mathematics concept, diagram, graphic, or equation. Evaluation model is not only applicable to describe, explain, and predict the elements of an issue, but also to improve the same by recommending a series of action to solve certain issues. The model is the ideal representative of the actual world situations. It simplifies the represented reality. It may be differentiated on physical and abstract models. Physical model is a small size reproduction of an item or physical object. Airplane, clothing, housing models are made to illustrate the original shape of particulars to be illustrated. Abstract model is the simplification of social phenomenon or certain concepts represented in theoretical statements, symbols, drawings, or mathematic formulations on their described phenomenon. One of policy evaluation models used in this research is CIPP Evaluation Context, Inputs, Process, and Product) Model. CIPP Evaluation model according to Stufflebeam (2003: 2) is as follows: "The models

core concepts are denoted by acronym CIPP, which stands for evaluations of an entity’s context, input, process, and product. Context evaluations assess needs, problems, assets, and opportunities to help decisions makers define goals and priorities and help broader group of user judge goals, priorities, and outcomes.

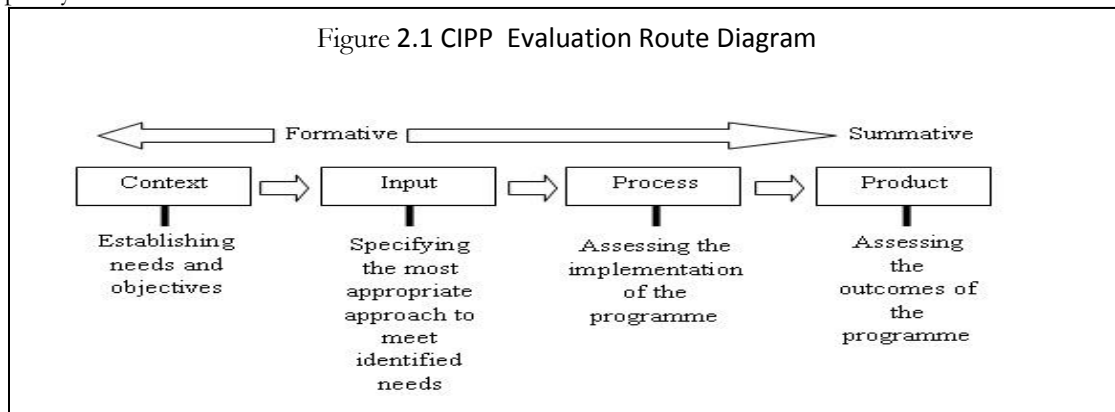
Input evaluations assess alternative approach, competing action plans, and budgets for their feasibility and potential cost-effectiveness to meet targeted needs and achieved goals. Decision makers us input evaluations in chososhing among competing plans, writing funding proposals, allocation resources, assigning staff, scheduling work, and ultimately in helping others judge an effort’s plans and budget”( Gaguk Haryanto, 2017.) Some questions related to the said dimensions are among other raised to collect and analyze the need assessment data to determine the purpose, priority, and target. The said dimensions may be resumed in the following table:

**Table2. : Aspects of Evaluation**

Aspects of evaluation	Type of decision	Kind of question answered
Context evaluation	Planning decisions	What should we do?
Input evaluation	Structuring decisions	How should we do it?
Process evaluation	Implementing decisions	Are we doing it as planned? And if not, why not?
Product evaluation	Recycling decisions	Did it work?

Source: The CIPP approach to evaluation (Bernadette Robinson, 1998)

*Evaluation product* identifies and assesses both short, and long term results to support staffs to be more focus on the important, and final results, and also to measure the important, and final results, and the success in meeting the specified target. Based on the aforesaid description, it may be said that evaluation process is applicable from both sides, namely: process and result evaluations. Both of these evaluation results will support staffs, and program users to observe the result achieved from the said program, obstruction, and restriction findings, weakness and superiority of further development. Arikun to (2008 : 46-47), described in detail related to the CIPP model evaluation. Context evaluation is the undertaking to illustrate and detail the environment, unfulfilled needs, population and sample to be served, and purpose. Input evaluations an evaluation having purpose to give information to determine how to use the existing resources to attain the purpose of the program. Product evaluationis directed to those matters presenting the change of the raw input. Questions to be raised among others: whether the specified purposes have been achieved? Did policy work?



**2. Research Procedure**

This researchinvolved those related individuals in managerial delivering process of *Lebaran* Security Police operation,so as they may give correct input to the researcher on information of the issues observed. In addition, the organizationculture in *Lebaran* Securityoperation underlying the individual and groups in behaving also became the research object. Similar performed policy was also to be examined, in addition to its organizational structure, and supported software such as regulations and Job description. Research informantsbeyond the research objectwere also involved to have their input related to their comprehension to the observed issues. Informantsin this researchare those personel familiar to the policy making process of *Lebaran* Security police operationup to its implementation.Informationintegrity obtained from both research objectsand informantswere used to solve the research issues,so as it was expected to achieve the more comprehensive results.

This research focuses on: Firstly, Police Operational Unit performance evaluation of *Lebaran* Security. Secondly, to formulate the operational model of Police Operational Unit of *Lebaran* Security. Data collection technique on this stage focused on two main matters, namely its collection methods and instruments. The appropriate data collection techniques of a qualitative study are observation, interview, and document analysis.

The writer applied descriptive qualitative analysis technique to classify the field data for coding purposes. Data obtained from the research may be in terms of interview results, recording, questioner, discussion results, mass media news, library data. Following the data collection, the researcher resumed all data related to the research object written. Not all data obtained may be used for this scientific paper subjects, therefore it was necessary to be classified, categorized, and accompanied with thinking pattern to make them clear as per the sub chapter to be reviewed. This review is adjusted to the theory applied in the research, so as the related issue could be clearly observed for its settlement. During the data reduction, the researcher would be piloted by the purpose of the research, namely until the research finding on the examined phenomenon.

### 3. Research Result (Performance Evaluation)

Subject to the field finding and Performance Evaluation of *Lebaran* Security Police Operation, it will be presented the important finding of research results, by referring to the performance management. The performance management always relates performance document with the Annual Performance Planning, Performance Indicator and other related documents, in which they shall contain the policy of *Lebaran* Security police operation of 2016. This matter refers to the opinion that any specified policies should be supported with the budget, moreover, the *Lebaran* Security police operation refers to Polri efforts to provide safe, and smooth *lebaran* trip.

The measurement of evaluation and assessment of policy of *Lebaran* Security Police Operation is necessary to be delivered to provide the fair, satisfied, and acceptable service in meeting public wishes, mainly from the performance side, where they are observable from the performance documents both of satker Sops Polri, and of public performance measurement. On the other side, the said assessment is applicable to note Polri consistency in improving public service from year by year, as the policy making of *Lebaran* Security police operation has been performed for years. For more clear description, we will discuss the field finding results related to the specified measurements in the performance accountability system of Governmental Agency, and in the opinion of former researchers.

The following is the important finding results on performance research of Polri Operational Unit in providing *Lebaran* Security.

#### 4.1. Strategic Plan (Renstra) of POLRI Operational Unit (Renstra of Sops Polri).

The Renstra of Sops Polri of 2015 – 2019 Budget year determine the policy of *Lebaran* Security police operation, it has 4 strategic targets

Strategic target 1: the operational formulation of the *Kapolri (Head of National Police)* policy, including operational strategy deliverance through operational software reviewing, and composition subject to the development of *Kamtibmas (Public Security and Order)* disturbance. Its main Performance Indicators are: total operational system and method development, and guidance software of Polri operation. There are 4 drafts to be achieved.

Strategic target 2: performance increase in supporting administration, planning, and budgeting activities, whether to support the national, regional, and organizational Sops of Polri. Its performance indicators are as follows:

- a. Total supporting documents of police operational budget. 1 set Target Document
- b. Total anev document of police operational activity budget. 1 set Target Document

Strategic target 3: the establishment of accurate police operational performance targets per the operational planning and public disorder progress. Main Performance Indicator : total operational planning document on security, legal enforcement, and contingency, as per the developed public disorder. Target : 2 sets of operational planning drafts.

Target 4: the establishment of police operational control through coordination, supervision, monitoring public disorder progress, operational data collection – processing - and presentation, and also Video Conference

(Vicon) management, and also the maintenance of operational alertness supported by IT. Main Performance Indicator : Total Anev Report of Public Order. Target :

- 1) Total Anev of Public Order: 73 reports, while 1 set report related to *Lebaran* Security police operation.
- 2) Total significant Case report: 12 reports

Referring to Strategic target 1 with the performance indicator of the total software in method system development and guidance of Polri operation of 4 set draft targets, where one of them is “Kebijakan Polri Bidang Operasional Of 2016 (Operational Polri policy of 2016)” as attached in the Decree of the Head of National Police of the Republic of Indonesia Number: Kep/544/VI/2015, dated 30<sup>th</sup> June 2015.

The deliverance of Polri terminological operational system and method refers to software production containing policies for the foundation / principle for all Polri units in performing their duties. One of activities of the Sops Polri is to achieve the first Strategic target, namely to formulate Polri policy supporting the implementation of *Lebaran* Security police operation as attached in the Kapolri policy on Operational Sector, including the *Lebaran* Security police operation of 2016.

Especially for *Lebaran* Security police operation of 2016 policy containing the Decree of Head of National Police of the Republic of Indonesia Number: Kep/544/VI/2015 on Polri Operational Policy of 2016 it was mentioned that the celebration of the *Eid El Fitri* holiday was performed under the following targets :

- a) Security assurance of passengers and goods transportation mobility.
- b) Security assurance of praying facilities and activities.
- c) Security assurance at bus, train stations, airports and ports, and also homeland trip routes.
- d) Security assurance at shopping mall (mall, traditional market, plaza) and tourism objects (2015:48).

Based on the Kapolri Policy for the *Lebaran* Security police operation, it was further described in supporting related budgetting documents of *Lebaran* security operation of 2016, as attached in the Strategic Target 2 of Renstra.

The third Strategic target was the deliverance of the Operational Planning (there were 2 Operational planning documents of Renstra, namely Renops (Operational Plan) of *Lebaran* of 2016, and of Christmas of 2016, and New Year securities of 2017).

The questioned Operational Planning became the basic performance of *Lebaran* security of 2016, as it contained the must achieved target, how to achieve the same, and other related operational activities. The fourth Strategic target contained the control and evaluation of police operational *Lebaran* Security of 2016. These activities were performed via Video Conference Supervision and instruction of Police operation. It was supported with Analysis and evaluation activities. There were 73 analysis and evaluation of *pemeliharaan keamanan and ketertiban masyarakat (Harkamtibmas = security and public order maintenance)* in Renstra, but only 1 (one) Analysis and evaluation related to the *lebaran* security operation.

The *Lebaran* Security police operation of 2016 was considered as valid, if it was included in the *Rencana Strategis (Renstra = Strategic Planning)* as the policy taken should be supported with the budget, without such budget support, it would be impossible to implement the operation. Meanwhile, the field checking results found that the *Lebaran* Security police operation was included in the *Rencana Kerja and Anggaran = Budgetting (DIPA Sops Polri)* Of 2016.

#### **4.2. Performance Standard As Per the Operational Target.**

The standards success performance of Police operation may be seen from the achievement of the specified operational target. According to the Regulation of the Head of National Police of the Republic of Indonesia Number 9 of 2011 Article 1 item 9 : Operational target is the sharpened target based on priority scale and is measurable for its management, and achievement in Police operation. The *Lebaran* Security of 2016 was divided to people, good, location, and activity Operational targets, where it was difficult to measure the achievement of their performance through evaluation.

Based on the comparative results between the measurable, and achievable Operational target of police operation with the above mentioned performance standards, it is difficult to measure its success rates. For example, people operational target, namely people who were shopping for *lebaran* needs, such target was unclear, both of sentence meaning and of success standard.

What was wrong with shopped people for *lebaran* needs? Should they were guarded? Monitored their gestures? or restricted for shopping. No evaluation result was evidently delivered on shopping people for *lebaran* needs operational target. Broadly speaking almost all Target Operasional (TO = Operational targets) of Renops (RO = Operational Plan) were difficult to be measured, so as it were difficult to measure their achievement of performance.

This was caused as too many Operational targets, and no benchmark to achieve the same. Performance agreement is the undertaking of subordinate to the superordinate as specified based on the joint consent to establish the determined performance target. Performance agreement is determined once a year to be established by using the available resources. The Sops Polri of 2016 budget, agreed to perform some police operations, but only one performance would be related to the *Lebaran* Security police operation. This could be observed from 7 agreement forms of Sops Polri performance of 2016, where in its Main Performance Indicator there was *Lebaran* Security police operational planning.

Polri policy for *Lebaran* Security shall be included in the performance agreement having preliminary implementation plan of Operational planning with its Operational Target. This Operational Target should become the success standard of police *Lebaran* Security operation because it has measurable target to be established. The output of an operational target is to establish the achievement of *Lebaran* Security police operation purpose, namely to guarantee all people security to celebrate the *Eid El Fitri* 1417 H in safe, smooth, and orderly.

Concerning with the purpose of *Lebaran* Security police operation, it is significantly difficult to measure its performance, if there is no exact measurement on the sense of “safe, smooth, and well-regulated”. Regarding that each police operation shall always have the Operational target to be established and achieved, therefore, we would assess the same as per their performance assessment principle.

The Regulation of Kapolri Number 9 of 2011, Article 1, item 9 on the sharpened target based on the priority scale, measurable, manageable, and achievable performance by Police operations were difficult to assess, as there were too many Operational targets. No analysis and evaluation results of police operational performance on all Operational targets are obtained, but only of those people whom travel to or from their homeland, without knowing what performance standard were to be achieved.

All Operational targets were unmeasurable as no standard determined to be achieved quantitatively. The success of *Lebaran* Security police operation of 2016 is difficult to assess, as too many Operational Targets, and no achievement standard. On the other side, the decrease of traffic jam, accident, and mortality rates due to accident could be used as the success measurement of *Lebaran* Security police Operational target. If we observed the Table on Operational target Analysis, it could be seen that the said Operational targets were all difficult to be measured.

**Table : 4.1: Operational Target Analysis**

NO	OPERATIONAL TARGET	ANALYSIS
1.	People	
	a. People shopping for <i>lebaran</i> needs	This operational target was difficult to be understood, whether it was necessary to guard people shopping for <i>lebaran</i> needs, or to encourage people to go shopping, so as to clear its achievement target. The operational target should be not too many, 4 targets are enough, and it should be measurable, predictable, and achievable with the existing resources.
	b. Public “ <i>takbiran</i> ” ( <i>communal religious activities</i> )	What should be done with people who did the <i>takbiran</i> ? whether to be secured or strictly restricted to sound the loud speaker, etc.
	c. People trip to and from	This standard was also difficult to be assessed, as no

	Homeland	fixed standard available, whether there were public beneficial outcomes achieved.
	d. People celebrating <i>Eid El Fitri</i> who having fun with recreation, vacation, and visiting each other.	Why people celebrating <i>Eid El Fitri</i> became the Operational target, especially those having fun in tourism objects, and visiting each other. Unclear Operation Target.
	e. Public transportation drivers, or riders	The same shall also apply to them, as those drivers or riders were usually possible the one who would visit their relatives, or go to amusement park. In addition, there were no measuring standards.
NO	OPERATIONAL TARGET	ANALYSIS
	f. Terrorist	If no terrorism incident happened during the <i>lebaran</i> security operation is a satisfactory standard, while no other sentences are applicable for the same, then the questioned Operational Target is applicable for that standard.
	g. Criminal or <i>preman (street man)</i>	Crime usually still occurs during the <i>Eid El Fitri</i> . However, the Operational Target of criminal was questioned, whether it was to eliminate the crime during the police operation, or there were other standards to apply, for example to decrease the criminal rates compared with the previous year.
2.	Goods	
	a. Fire gun, amunition, explosive material /bomb	If this operational target became the success standard, this could have two similar targets, for example the terrorist, and <i>preman</i> who bring the firegun, amunition, bomb. On the other hand, firegun, amunition, bomb Operational target were difficult to be measured.
	b. <i>Mercon/petasan (fireworks)</i>	This Operational Target had no specified target standard, whether it was about the restriction to lit or to sell the <i>mercon</i> and <i>petasan</i> .
	c. Liquor, narcotics	Unclear Operational Target standard on Liquor and narcotics shall also cause the multi-interpretation.
	d. Expired foods and beverages	Expired foods and beverages were usually sold during the <i>lebaran</i> , both at retail or parcel. No success standard was defined in this Operational Target, whether it is about the decrease of their selling rates compared with of 2015, or of intoxicated people consuming the same?
	e. Land, sea, and air transportations	Unclear Operational Target. Whether to set their departure, or availability numbers? Whether they were alerted for terrorism, or just to know the number of their passengers

NO	OPERATIONAL TARGET	ANALYSIS
3.	Location	
	a. Shopping centers, stores, malls, supermarkets, mini markets, markets.	This Operational Target was already set to achieve people Operational Target, namely those shopping for <i>lebaran</i> needs, or it was to secure Shopping centers, stores, malls, supermarkets, mini markets, markets from traffic jam. This was also unclear target achievement.
	b. <i>Pasar tumpah (seasonal market)</i>	Number 3a had set market as its Operational Target, and it was repeated in 3b, namely the <i>pasar tumpah</i> .
	c. Toll-, public-, and artery- roads	Unclear performance target standards.
	d. Mosques and praying places for <i>Eid El Fitri</i>	They were important Operational Targets, but no visible standard.
	e. Vacant housing, and residential due to <i>mudik (homeland trip)</i> tradition	If it was intended to secure those vacant housings, just specify the standard, for example the total decrease of housebreaking. Still lack direct relation between the <i>mudik</i> tradition and <i>Lebaran</i> Security operation.
	f. Bus terminal, train station, airport, port (ASDP)	This Operational Target had similarity with point 2e, thus it was unclear definition on the deliverance of the questioned Operational Target.
	g. Tourism objects, and other spots to celebrate the <i>Eid El Fitri</i>	This Operational Target also had similarity with those of Number 1d, so as its achievement tended to conflict. This Operational Target was enough to be used as the <i>Cara Bertindak (CB = Action Procedure)</i> in the security plan drawn up by the regional police Precinct Police)
	h. Restaurant, and rest areas	This Operational Target when used as the target in <i>lebaran</i> security operation was difficult to measure. Just include it in the <i>Cara Bertindak (CB = Action Procedure)</i> in the Regional Security Plan (Polres = Precinct Police)
NO	OPERATIONAL TARGET	ANALYSIS
	i. SPBU (Gas Station), Depo Pertamina	This Operational Target should relate to other ministry performance. It should be easier to apply, when it was used as the <i>Cara Bertindak (CB = Action Procedure)</i> in Security Plan of <i>Polda (Regional Police) / Polres (Precinct Police)</i>
	j. Accommodation and lodging	No necessary accommodation and lodging for the Operational Target, as it had no clear direct relation



		with the Operation.
	k. Cemetery visit	This Operational Target was also unnecessary to be included in the <i>lebaran</i> security operation, as it was too general and belong to the Regional Governmental affairs.
4.	Activities	
	a. Prayer ( <i>taramih, and Eid El Fitri Prayer</i> )	Items from 4a to 4i were non measurable standards of the Operational Target. Selection were still required for their appropriate conformity with the performance standard, direct relation with <i>lebaran</i> security operation, and Operational Target characteristics, shortly, they must be measurable, achievable, and applicable standards.
	b. Joint break fast / <i>ngabuburit</i> session	
	c. <i>sabur</i> on the road	
	d. <i>Lebaran</i> needs shopping	
	e. <i>Takbir</i> on the road	
	f. Tithe distribution	
	g. Homeland trip back and forth	
	h. Recreation and tourism	
	i. <i>Halal bihalal/ Silaturahmi</i> ( <i>brotherhood visit</i> )	

Sources : Operational Planing of *Lebaran* Security of 2016

The more comprehensive opinion was stated by Rusmadi Suyuti, the Head Section of Transportation System of BPPT. He said that "Traffic jam during *Lebaran*, whether in National, Provincial, etc. Roads must exactly be happened, due to the road exceeding threshold capacities. The normal average capacity of a road track is 1,650 vehicles of various types, while within 1 hour the said jam could be reduced by highway management, or matured preparation far before the *lebaran* day.

A system management is necessary performed for land, sea, and air transportation, to untie the jam during the mudik activity to celebrate the *Eid El Fitri*. Stakeholders, such as Polri, Ministry of Transportation, and PUPR (Public Work and Housing) ministry should jointly work in a system. Upon any question on Polri operational performance success, it should be noticed how the existing resources are prepared, planed, performed, monitored, and utilized. It is necessary to determine the success standard for this long by concerning the hard duties performed, so as no public misjudgment ever occurs"

### 3.3. Operational Obstruction

The determined Operational Policy by the Head of National Police of the Republic of Indonesia to secure pre- / on / post- *Lebaran* are followed by Polri Sops by delivering the Operational planning containing the *Structure and Hubungan Tata Cara Kerja (HTCK – Working Order Relations)*. The said Police operational performance shall be success upon the availability of operational Structure and Working Order Relations (HTCK). Job Description should be noticed from the organization structure illustrating each department duty characteristic. This is in line with Siswanto opinion (2002:128) stating that "Job Description is the job detail containing the whole information of duties/ obligations, responsibilities, and necessary conditions of their performance". Regarding the personel involvement of Polri and non Polri working units, this organization structure is crewed by many non traffic personel such as the *Sabbara, Binmas, Densus 88 AT, Logistics*, Air Police, Brimob and others. The Non Polri institution, such as the TNI (National Army), Ministry of Transportation, Ministry of Health, Scout, National Radio Organization, and other agencies require involvement clarity.

In addition to the Organization structure Police operation, it is also required the "working order relations" to mobilize the organization. This is in line with Chatab opinion (2009:23) : relation system / pattern in transmitting information or inter -unit or -functional system communication are required to process and interact over their organization units, and also to cross various functional processes. The said relation systems / patterns are one of the basic component in dynamic, and preferable organization structure to run the organization. Related to the organization structure of *Lebaran* Security police operation, the involved personel were from all Police functions, so as their knowledge on traffic management were so little. Therefore, it was required the similarity on perception and management. No Working Order Relation (HTCK) was found in the field, so as it would be difficult for those co-worker personel of the Regional Police to know their duties. The Personel knew their capacity in the organization of *Lebaran* Security police operation, but it was difficult to interact with the other sub sections in the operations, and this was the communication obstruction, as no Working Order Relation (HTCK) shall exist. Personel of *Polda (Regional) / Polres (Precint Police)* members from their own area should be easier to perform their duties, especially those from the traffic function.

The co-personel of Polri Headquarters to the Polda/ Polres, or using Polri term as *Bawah Kendali Operasi (BKO = Under Operational Control)* were also obstructed in having field adjustment with the Polda/ Polres personnel, as they had never met. Similar perception on each of their duties was required through the *Latpraops (Pre-operational training)* program.

The writer found insufficiency performance, in which usually called as *Latihan Pra Operasi (Latpraops = Pre-operational training)*. This training referred to activities of each duty organizers crewing the Operation before the real Operation (Pre-Operation) This obstruction should slow down the achievement of Operational Performance. According to AKBP Supriyadi, SIK, the Head of Sub Section of Renopswil Bagrenops Robinops Sops Polri "Regarding the Police Performance on Ramadniya operation -2016: In my opinion, this Operation is still weak on monitoring and controlling sectors, where Hubungan Tata Cara Kerja (HTCK) should be clear. The performance of personel assigned in an area should be monitored. Many of them were not from traffic department, so as they were clumsy to perform their duties. Central Latpraops should be organized, though it was always obstructed with budget availability. Police operational Organization structure was depended and related to each other as a unit, therefore, it was necessary to determine clear *Hubungan Tata Cara Kerja (HTCK)*.

The same opinion also conveyed by *Kombes Pol (Police Chief Commissioner)* Drs Dadang Muharam, the result of *Lebaran* Security police operation of 2016 found the insufficient personnel to manage the Bresbes toll gate. Jam is indeed difficult to avoid, as there many people traveling by car at the same time. Police should be ready to stop or close the closest toll gate to avoid the crowded at the Brexit toll gate. Only several coordination were performed. The non Polri units / agencies were also necessary to be involved. Open – closed system on those jam areas should be applied and adjusted to the field condition.

Paring Waluyo Utomo, the chairman of researcher at Indonesian for public service watch (Impitch) (Kompas.com 14<sup>th</sup> July 2016) said that "severe jam at the East Brebes toll gate during the homeland travel was caused by the lack of coordination and synergy of internal police". The failure of internal police synergy and coordination was caused by the non availability of Hubungan Tata Cara Kerja (HTCK) and the *Latihan pra operasi (Latpraops)* to handle any severe jams. In line with the writer opinion, Dadang Muharam said, "as no contingency training was provided, they were not ready to face sudden condition. *Latpraops* is so important to handle a contingency condition. Rakor (Coordination Meeting) are so required as there will be input from both related agencies, and the internal Polri on the existing issues, and possibilities occurrence in any regions. Sops must be able to identify the jam issues as in Brexit incident. The last year Anev is applicable as the anticipative input in 2016. *Kirpat* must be factually delivered, and no results to be stricly hold

#### 4.4. Theoretically implication

The *Lebaran* Security police operational policy applied by Polri in achieving its purposes involved the existing Polri *Satker (Working Units)*. Satker of the said Polri organization, according to Robbin (1990:4) "An organization is a social unit consciously coordinated under relative continuous limitation to achieve a common or a set of purpose".

Polri Organization works as a system, and it could be related to the system theory of Wallonick David (1995) : "All organization components are interrelated, and any change on one part may influence the other parts".

The *Lebaran* Security police operation involved Polri organization sub systems, such as Baintelkam Polri, Bareskrim Polri, Baharkam Polri, Korlantas Polri, Sabhara, Binmas, Sops Polri to formulate the operational target to be achieved as per the Police operational purpose. To facilitate its purpose achievement, it was established the special organization to perform the operation, called as operational support unit. This support unit only worked during the *Lebaran* Security police operation. In a relative permanent organization (Polri), there was a non permanent organization to temporary works as necessary, for *Lebaran* Security police operation. (The permanent) Polri Police operations should not effectively perform their duties without the support of this non permanent organization to achieve the purpose of *Lebaran* Security police operation of 2016.

The Organization crewed by those involved personnel on *lebaran* security operational supporting unit had the purposes to be achieved, namely the success implementation of well-organized, smooth, and safe *Lebaran*. The well-organized, smooth, and safe standards were described in the operational target to be achieved by the *satgas* (*supporting unit*). The field research presented that it was difficult to measure the success standard of an operational target, thus it was also difficult to measure its performance. Related to article 1, item g, Regulation of Kapolri Number 9 of 2011, Article 1, item 9, the term Operational targets is the sharpened target performance based on the priority scale, measurable, manageable, and achievable by Police operations, therefore it is difficult to assess the non standardized Operational targets. According to Ronald (Staff of the Ministry of Reformation of Bureaucracy) " *Lebaran* Security police operation is difficult to be measured, upon its unclear operational target, and too many performance indicator selected. The true operational success are those related to the operational purpose and provide public direct benefit, for example the decrease of total jam spots, of mortality rates compared to the previous year. Performance indicators should be clear, specific, and measurable. Otherwise, it will be difficult to measure the said operational success. Do not facilitate its performance target to meet the operational target achievement".

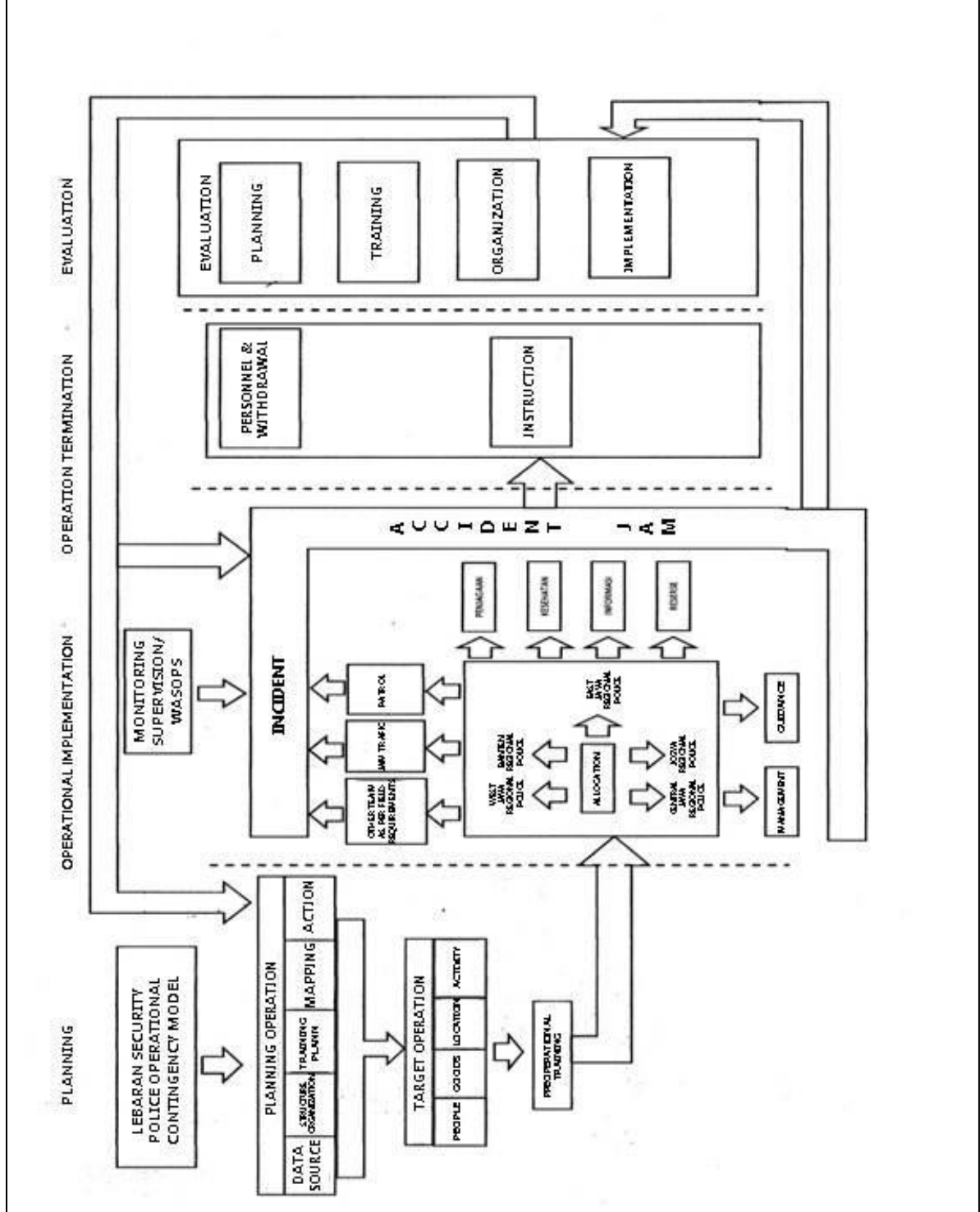
#### 4. Conclusion

Based on the analysis provided, it may be concluded as follows:

1. The performance based evaluation results compared to the achievement of operational target of 2016 to its previous year have been included in Polri Strategic Plan (Rencana Strategis = Strategic Plan of (Renstra Sops Polri) budgeting year of 2014-2019), and even included also in the performance agreement ratified by the Kapolri for police operational management purpose, and supported with the budget as attached in *Rencana Kerja and Anggaran (RKA = Budgeting)* documents of Sops Polri of 2016 Budgeting Year. The police operational budget of 2016 Budgeting Year, earned from Sops Polri internal and Contingency budgets distributed to Poldas (Regional Polices).
2. Though the Operational Performance of *Lebaran* Security by the Satuan Operasi (Sops = Kepolisian Police Operational Unit) had been quite success in performance, however, there were many obstructions during the operations, field obstruction such as the relative spending time and long queue traffic jam at Brebes toll. Vehicle stacks were admitted upon the lack coordination between field officers as no field training (pre-operational training) provided. In addition, there was no regulation on the *Hubungan Tata Cara Kerja (HTCK = Working Order Relation)* to adjust the dynamic field changes, such as the necessary detailed establishment of traffic management tactical, patrol, guard, and watchman units of Polres level, as they may immediately interact to manage the traffic jam, accident, natural disaster, etc. The absence of this *Hubungan Tata Cara Kerja (HTCK)* caused the non prepared field personnel to vastly anticipate any urgent condition.
3. Sops Polri as the Kapolri assistant to implement the police operational management shall perform those police operations under its control, whereas the functional change of an organization system, namely the role of Operational Assistant of Kapolri shall influence the bigger system, namely the police operational organization in achieving its performance.
4. Police Operational Target on *Lebaran* Security of 2016 was difficult to be measured as no qualitative success measurement standards reflection were available in the Operational target as the consequence of the non appropriate understanding of performance indicator preparation method.

Note:

Table. 1:  
ideal Model of *Lebaran* Operational Performance of National Police of the Republic of Indonesia



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