

**VILLAGE PERFORMANCE IN SOCIETY EMPOWERMENT AT MERJOSARI
VILLAGE LOWOKWARU DISTRICT MALANG CITY**

(Evaluation Study Based on Policy of Malang Mayor Regulation Number 71 2008 Year About
Basic Duty, Function, and Village System Management)

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Abstract

Performance is a describe about implementation of accomplishment level a policy in making a target, goal, mission and vission of organization that poured forth planning strategy an organization. Performance terminology often to used to state about achievement or individual success level although a group with have a success criteria that already made before.

Village is village chief workspace area as a part of territory/city or under district, based on Malang Mayor Regulation Number 71 2008 Year About Basic Duty, Function, and Village System Management, related with that, so village can not get loose from so many policy that has taken by city government (include founding and providing). And the consequence of that thing, the village government demanded to have a better skill to answer duty challenge that will harder at the future.

So that's why, we need a serious attention from many sides to providing society, to improve the performance, here Merjosari Village Lowokwaru District Malang City in function to support and kick also realize program as a shape of good performance.

Cause the demand of society needed, so it's often to be happen unsatisfied of society, because a bad performance that shows from government. In this research investigate about performance of village agency based on basic duty and village system management.

This research use quantitative research method and measured use likert scale with focused on productivity, service quality, responsibility, and accountability, based on basic duty and village fungtion. From the result of that four indicator research, the writer conclude that Merjosari Village Government still have to do repairing.

Keyword : Performance, Basic Duty and Village Fungtion Evaluation

Preface

Village is village chief workspace area as the city region equipment or regency region or under district, based on Regulation Number 32 Year 2004. Especially in village level, based on Policy of Malang Mayor Regulation Number 71 2008 Year About Basic Duty, Fungtion, and Village System Management, related with that so village can not run from so many policy that has taken from city government (include founding and providing), also in implementation of region autonomi, village is a part of region autonomi implementation itself. The consequence from that thing is village government need to have a better performance to answer a duty challenge that will harder for the future.

Here is the village chief have a role with using their authority as a leader. Though formal impression that adhere as a leader. Besides have a duty in administrative and give public service also complited an infrastructure, Village Chief also as a leader in doing message Policy of Malang Mayor Regulation Number 71 Year 2008 and has a duty in providing society in implementation of providing society's program and building in partisipative.

To fight poverty line in comprehensive for all sectors, so we need a very basic policy,, there are a policy anti poverty that really have to prioritize and depend on the society. The main concept for the development that centered to the society is looking for the creative initiative from society as the main development source and looking for the material welfare and their spiritual as a goal that they want to achieve for the development.

This Providing concept from village government can do from the quality improvement program or the quality of government apparatus around that place. This is very important, remember village is the smallest unit in government order inside of NKRI and directly relate with society. So hopefully the government performance especially for village government can improve the better and qualified service for the society.

In accelerate effort to tackling poverty and improve the better quality of live for the society, government do so many society's providing program in giving help to tackling many problem of live or unproper society's burden environment with an expectation to cut poverty chain. So that's why it needs attention from many sides to providing the society, here Merjosari Village is to do many programs and realize the program as a part of society's dedication so they can leave from their difficulty of live.

Based on that background that already explained above, so the writer feel so interest to do research further, with title : Village Performance in Providing Poor Society Program (Evaluation Study Based on Policy of Malang Mayor Regulation Number 71 2008 Year About Basic Duty, Fungtion, and Village System Management in Merjosari Village, Lowokwaru District, Malang City)

The goal of this research is to know the Performance of Village Chief in Providing Poor Society Program in Merjosari Village Lowokwaru District Malang City can measured from Productivity, Service Quality, Responsibility, and Accountability.

Definition of Public Policy

William N. Dunn say that the terminology of public policy in his book entitled *Public Policy Analysis*, the definition is : "Public Policy is dependence pattern that really complex from many collective that depend each other, include many decisions to not act, that made by institute or government office" (Dunn, 2003:132).

Like what Dunn say that signalize many collective choices that depend each other, where inside there are many decisions to do act. This public policy made by institute or government office. A decision when already made, so it have to implemented by administration units that mobilize financial source and human, also evaluated in order to

make a supervice mecanism toward that policy based on the goal of that policy itself.

Inu Kencana Syafie in his book entitled *Administration Science Companion* take Harold Laswell's opinion, policy is : "Intelectual duty in making decision include clear goal, explainig tendency, analize the condition, future development projection and research, assessment and experiment, also assessment and choosing the probability" (Dalam Syafie, 1992:35)

Public Policy Evaluation Theory

Evaluation is one kind of level in the public policy process, evaluation is a method to assess what a policy or program is working well or not. Evaluation has so many definition, Willian N. Dunn, giving a meaning at the evaluation terminology is :

In general meaning, evaluation terminology is same with appraisal, rating, and assessment, word that explain about an effort to analize the result of policy in meaning of value. In specific meaning, evaluation is related with information production about value or the benefit from result of policy" (Dunn, 2003:608)

Evaluation is a final step in the process of public policy. Evaluation is a method to assess what a policy or program are working good or not. Lester and Steawrt is Kusumanegara (2010) say that policy's evaluation is learning about many consequences of public policy. Policy's evaluation is to look at the reason of failure a policy or to know what a public policy is already done can have an like what we want.

Goal of Policy's Evaluation

In policy's evaluation, there is a special focus that want to achieve by evaluator. The specific goal of policy's evaluation are (Subarsono, 2005:120-121) :

- a. Establish performance level a policy with evaluation, so it can known goal attainment degree and policy's target.
- b. Measure an efficiency level a policy with evaluation also can known how much cost and benefit from a policy.
- c. Measure a outcome level a policy. One kind of evaluation's goal is to measure how big and quality of outcome from a policy.
- d. Measure an impact a policy in advance step, evaluation is to look the impact from a policy, in positive or in negative impact.
- e. To know a deviation. Evaluation also to know deviations that probably happen, with compare between goal and target with attainment aim.
- f. As a material to input a policy that will happen at the future. A final goal from evaluation is to give advice for future process in order to have a better policy.

Performance Concept

Performance is quality and quantity that already achieved by officialin doing their duty based on their responsibility that already given to them. In this case, an emplyee can learn how big their performance by information tools like good comment from workmate. But a performance assessment that based to the formal system and structurize that measure, assess, and influence attributes related with behaviour work and the result include absent level is also important.

The definition of performance based on Hasibuan say that achieve a performance, an apparatus must have a proficiency, experience, seriousness, and time in order to make their dream come true like what they want in organization or governmental institution to used in explaining the goal and standart performance and motivate a performance for the official.

A success goal attainment measurement of organization can do by performance assessment. It is performance assessment for the participant, or for the organization. Participant's performance finally will estuary in organization

performance. To assess a participant performance, it needs indicators performance.

According to the Nurlaila (2010:71), performance is the result our output from a process. Dessler (2000:41), performance is a work achievement, there are a comparison between work result with who already decided before.

According to the Anwar Prabu Mangkunegara (2000:67), performance is the result of work in quality and quantity that already achieved by an official in doing their duty based on their responsibility that already given to them.

Performance theory from Agus Dwiyanto in her book Public Birocrasion Reformation in Indonesia, there are many performance indicators, such as Productivity, Quality of Service, Responsivity, Responsibility, Accountability (Dwiyanto, 2008:50-51).

Dwiyanto say that government organization performance can measured by many indicators, such as :

a. Productivity Indicator

Productivity is a comparison between the result of attainment (output) with all of sources that already used in (input). Productivity not only measure an efficiency level but also service effectivity.

b. Quality of Service Indicator

Quality of service indicator is one kind of critis method to measure the satisfication of society toward the service that has accepted from government organization. In this case the quality of public service is a condition where an attendance fulfilling or even add more from what we hope based on work system that actual from service receiver.

c. Responsivity Indicator

Responsivity is an organization capability to know what the society needed and prioritize service to develop public service programs based on society's necessary and aspiration

d. Responsibility Indicator

Responsibility is explaining about what the implementation of government organization activities is doing with a right organization principle or with an explisit organization's policy.

e. Accountability Indicator

Public accountability shows how a policy can use, in society's importance matter without ignoring their duty and responsibility as government apparatus.

The concept above can understand that performance is how far the level of implementation's capability in organization's duty to achieve goal. In this research context, so the definition of performance is capability level of village official in improving the village performance based on their basic duty and their funktion.

Performance measure or output is management tool to measure the success and failure in implementation of strategy to achieve goal and organization target. Performance measure always need a calculation again with organization's vission and mission also with goal and organization's target.

Measure a Performance Theory

Scope and measure method of performance indicator is very determine what apublic organization can success or not (Keban, 1995). Further more, Keban also explain that a correct measure like manner and method of data collecting to measure a performance also really determine in assessment the final performance.

Donald dan Lawtondalam Keban, (1995:11) say that organization performance assessment can use as a success measure an organization in temporary time and that assessor

also can have input for repairing and improving organization performance.

Levine dkk (1990:295) propose three concept that can be used to measure a public birocration performance, such as : responsiveness, responsibility dan accountability (Dwiyanto, 1995:48), (Georgepoulus and Tannenbaum in Emitai Etzioni 1982:98) using success measurement an organization with :

1. Organization's productivity.
2. A flexibility of organization so it can success to adaptate with a changing inside of that organization.
3. No stress, pressure or conflict between many parts of that organization.

Definition of Government

Government as people association manage the authorities, doing leadership and government coordination also society's build from many company where they are place in. Government is an organization or institution for the one who have a power and to manage a country problem and society's welfare.

Government is from English and France language, both of them are Latin language, Gubernaculum, means that management, but in Indonesian language become executive body and sometimes become a master of country.

The definition of country in wide meaning is every single activities of public institution such as legislative, executive, and judicative in their effort to acieve country's goal. The definition of country in narrow meaning is every single activities of public institution that only in executive side (C.F. Strong).

The definition of country in wide meaning is every thing that has done by a country in having a society's welfare and country's interest itself; so it doesn't means that only government that doing executive duty, but also having other duty include

legislative and judicative.

Definition of Village Government

Village is the smallest unit in NKRI government Indonesia (Suryasubrata,1990:74). In making a village, it have to look at many requirements of wide area, total society and the other requirment that will decided further in Indonesian Ministry.

In implementation of UU Number. 12 Year 2008 about second changing of UU Number. 32 Year 2004 about regional government say that village is a region that already stayed by many society's that have a government organization, under district chief, and doesn't have a right to having their own government. Village organization is the top of government implementation, because in village, government apparatus will face to face with society directly, and it will explain more in this article : Village is village chief workspace area as a part of regency region or city region, under district, (Policy of Malang Mayor Regulation Number 71 2008 Year About Basic Duty, Fungtion, and Village System Management).

Then that village government consist of village chief and their staff. Village staff consist of village secretary and many section. All of village government apparatus will doing their founding duty, providing, and service to the society as well.

Definition of Providing

Providing is an effort to provide (develop the client from no or less capability condition become having capability) to achieve the better life. So providing society is an effort to develop society from no or less capability condition become having capability in order to make the society can achieve the better life.

Providing is an effort to build that own capability, with supporting, motivating, and arousing the awareness of their potential also to develop it. That effort has followed by that own society.

According to the Shardlow (1998:32) see that so many definition about providing, so in essentials is to explain how an individual, group, or community can control their own life and organize to shape their future based on what they want. This Shardlow's opinion, is not far from the opinion that say about providing as a part to support the client to decide what they want to do by theirselves with an effort to handle a problem that they have, so they can realize and have full of authority in making their future.

For the society as the actor and having an ideal position in government side and developing is not a simple job. The position as a balance mate only can happen when beginning the repairing process in every single aspect, include consequence to providing society. So with that step, we should we have to do is do the right providing to the society and improving capacity of government organization and many institution become the supporter to build that. But before that, it needs to find the meaning of providing society. In terminology, providing is come from basic word provide, it means power and capability. So based on that meaning, providing is a process to go to capable, to have a power, and a process to giving ability from one side who has a power to the other who don't have before.

Definition of Poor Society

In Indonesian Language context, poverty is come from basic word poor, that has given affix and suffix. Poor is doesn't has any property, lack of everything, have a low salary, at the other definition poor is the one who have a job but can not fulfilling their basic needed.

Poverty is a condition where the people unablensness to fulfill their basic necessary like home. It is because the scarcity of fulfill their basic necessary tool, or difficulty of access to that job. Poor people is a condition where the society's physic don't have any access to the basic infrastructure in proper environment, with a bad quality of housing that under standar also unstabil job.

According to the Sar A. Levitan in Ala (1981:3) say that poverty is lack of commodities and services that needed to achieve a proper standart of live. And based on Statistic Centre and Social Department Institution (2002:3-4) say that poverty is uncapable of an individual in fulfill their basic minimum needed to proper life.

Poverty Clasification

There are many clasification of poverty, that often to be reference to understand about substantion of poverty. That clasification are based on a standart : comparing a salary level that needed to fulfill minimum basic necessary. Based on this clasification, so we know it as absolute poverty and relative poverty. The community inside of absolute poverty is the one who can not fulfill their minumin basic necessaary. And the community inside of relative poverty is the one who have a capability to be under average of society's salary around them. The general clasification in this case is absolute poverty and relative poverty. And at the other opinion say that clasification of poverty are natural, cultural, and structural.

Cause of Poverty

Cause of poverty can happen because natural and economy condition, structural and social condition, also cultural condition (culture). Natural and economical poverty ahppen because the limitation of natural resources, human, ans the other resources so the probability of production id small and can not be used for the development.

Structural and social poverty because the result of development that not spread well, institution management, and policy in development. And cultural (culture) poverty cause attitude or life behavior that feel enough so it traps a people in poverty line (Nugroho and Dahuri, 2004:167-168; Soegijoko, 1997:137) and (Nasution, 1996: 48-50).

Research Phenomenology

In this research using quantitative phenomenology. With using survey, research that do in big and small population, but the data that already learned in that population is data only a sample, so we found relative tragedies, distributive and the relation between variable in sociology and psychology (in Sugiyono, 2006).

This research focused on facilitated the researcher in collecting data so the researcher only focus in their research in duty and function performance of village in providing society at Merjosari Village, such as :

1. Productivity is organization's capability of village in achieving output and source that using input before.
2. Service quality prefer to be important in the satisfaction level and society service.
3. Responsibility is the implementation of organization's activity in administration principle and right policy.
4. Accountability is how big the efficiency and the result that already achieved.
5. Evaluation is measure the result, from target by condition, time, and space.

In order to collect the information from research object based on what we see, doing election toward society's elements in purposively, means that 9 samples based on researcher consideration.

Research Method

What kind of research that used in this journal is based on experiment in descriptive and prefer to used likert scale analyze data to know the fact, condition, also incident in order to find the solution. Cholid Narbuko and Abu Ahmadi (2003;44) giving

the definition of research with an effort to find solution right now based on data, how to serve data, analyze and interpretation.

What we will focus in this research is how the apparatus performance in Rotana governmental village look at productivity aspect, quality service, responsibility, responsibility, and accountability.

There are 9 informants in this research are nine village official and nine societies, one government section. Peace and general obedient, chief of providing society's section, chief of general infrastructure's section, village secretary, and chief of Merjosari village.

Collecting data technique in this research is primer data and secunder data, such as :

1. Secunder data
 - a. Observation
 - b. Questionnaire
2. Primer data
 - a. Documentation
 - b. Literatures study

Data Analyze Technique

We have a data from the range will analyze with quantitative technique. Data will analyzed with using table frequency. And the result of this analyze explaining in descriptive with giving image about the performance in Merjosari Village Lowokwaru District Malang City. That Village chief performance can be measured with using likert scale. And the answer for every single question in order with assumption is :

3.3 Table, Measurement Scale

No	Category	Score
1	Always (Very Good)	5
2	Often (Good)	4
3	Sometimes (Enough)	3
4	Seldom (Not Enough)	2
5	Never (Not Good)	1

DESCRIPTIVE OF RESEARCH

Service Quality Aspect

Public service quality is a condition where the service to fulfill and add more from what we want based on work system that actual from service receiver. Quality of service issue prefer to be more important in explaining the performance of public service organization. There are many negative opinion because unsatisfaction of society toward the service quality from receiver.

To know the reaction of responden toward the pronouncement in questionnaire about society's satisfaction toward service quality from village is :

**4.22 Table
 The Performance of Village from Service Quality Aspect**

No	Information	A	B	C	D	Jml
17	Conception of responden in doing their duty about who have to be served	4	5	0	0	9
18	Conception of responden to always keep a good realtion with society	6	3	0	0	9
19	Conception of responden have a mecanism for the side who served	2	7	0	0	9
20	Conception of responden asking to the one who served are satisfied or not	3	3	0	3	9
	Conception of	1	2	0	6	9

21	responden in solving problem with the one who served					
22	Conception of responden at the level of service to the society	0	1	0	8	9
23	Conception of responden to difficulty in administration management	4	5	0	0	9
	Jumlah	20	26	0	17	

Based on that table and calculation above, we can take a conclusion that the performance of Merjosari Village Lowokwaru District Malang City's office from service quality aspect is good.

Related with service quality, this is the capability of village organization in knowing society's necessary in giving service, that looking from sensitivity level toward society's complaint in giving service. Merjosari Village Lowokwaru District Malang City's office already have three section based on policy of malang mayor regulation's plan number year 2016 about position, organization structure, duty and fungtion also district work management are government section, peace and general obedient section, society's providing section, and general infrastructure section in responding society's complain. Based on the result of questionnaire.

Responsibility Aspect

Responsibility is explaining what the implementation of government organization's activities is well done or not by following the organization's principle. Explicitly means that clear, uncovered or slow-moving also have an obvious value and not make the society confuse.

To know what is the opinion of responden toward pronouncement in questionnaire about implementation of organization's activities in Merjosari village

based on the policy in village, are in this table:

Table 4.34
Village Performance from Responsibility Aspect

No	Information	A	B	C	D	Jml
25	Conception of responden in village organization's structure that already built and have a high performance	2	7	0	0	9
26	Conception of responden in organization's desain based on the duty and village fungtion	2	6	1	0	9
25	Conception of responden in authority that given to them and guarantee they do their duty	0	8	0	1	9
26	Conception of responden in procedur and work mecanism in village can run well	1	8	0	0	9
27	Conception of responden duty and fungtion of section in village	9	0	0	0	9
28	Conception of responden in placement based on their education	0	4	5	0	9
29	responden in placement based on their education	0	6	1	2	9
30	Conception of responden about understanding all of their duty and fungtion	1	7	1	0	9
31	Conception of responden about	0	8	1	0	9

	supervicing toward village official					
32	Conception of responden about solving their duty is faster from the deadline	0	8	1	0	9
33	Conception of responden toward the time discipline in their deadline	9	0	0	0	9
	Jumlah	19	62	10	3	

Based on that table and calculation above, we can conclute that the performance of Merjosari Village Lowokwaru Distric Malang City's office in their responsibility in good.

Related with responsibility, we can see from the implementation of village's activities that already appropriate with the procedure and work mecanism. Organization activity are based on many regulations, here is based on policy of malang mayor regulation's plan number year 2016 about Position, Organization Structure, Duty and Fungtion also District Work Management and Village Duty that not made yet by our government, but the orientation activities already done in village level and district in Malang City since 2016 year. That performance still have to appropriate with development. Based on that item in this case are in medium level.

Accountability level

Public accountability show how a policy can be used, here a society's importance without pushing away their duty and responsibility as village government apparatus. Means that it will have many policies that already taken as the consideration in implementing their duty and good fungtion from government apparatus or that own society.

To know the opinion of responded toward pronouncement in questionnaire about their duty and responsibility in Merjosari Village based on their consideration is :

Tabel 4.44
Village Performance from Accountability Aspect

No	Keterangan	A	B	C	D	Jml
35	Conception of responden in giving information toward the society correctly	4	5	0	0	9
36	Conception of responden in giving responsible information	2	7	0	0	9
37	Conception of responden in giving law assurance	1	8	0	0	9
38	Conception of responden about village work based on procedure and mecanism	1	8	0	0	9
39	Conception of responden in planning a good village, chief asking for suggestion	0	8	0	1	9
40	Conception of responden about knowing the program that already made before	1	8	0	0	9
41	Conception of responden about village that have a standart and ethics	1	8	0	0	9
42	Conception of responden about village that doing performance evaluation	1	8	0	0	9
43	Conception of responden about organization that doing performance measurement	1	8	0	0	9
	Jumlah	12	68		1	

Based on that table and calculation above, we can conclute that the performance of Merjosari Village Lowokwaru Distric Malang City's office in their accountability is good.

Related with accountability, we can see from consistency level between policy and the activity of Merjosari village with society's aspiration. Accountability of Merjosari

Village Lowokwaru Distric Malang City's office, we can see from the eighthvision and mission, there is create a society's service that have a good quality, fair, measureable, transpatant, and accountable. Improving service quality also keep on touch with many attentions and suggestion from soeciety. Based on that questionnaire, we can conclude that it is in a good level.

Productivity Aspect

Productivity is a comparison between the result of government work with apparatus competence that supported by progression of technologyin implementing the duty, for example in computer sets and internet network. With the other word that productivity have 2 (two) different meaning. *First*, effectivity to manage an achievement target with quality and quantity. *Second*, efficiency is related with an effort to compare a work planning with performace attainment. Based on the result of this research, productivity of government apparatus performance in Merjosari Village in generally can do their duty. But sometimes ti hampered by the lackness service that given to the society is not good enough. In improving village performance in implementing their duty always related with SOP.

To know about the opinion of the responden toward pronouncement in quisionnair about village performance, we can see in this table :

4.52 Table
Village Performance from Productivity Aspect

No	Keterangan	A	B	C	D	Jumlah
41	Conception of responden about the service from village	2	7	0	0	9
42	Conception of responden about service from village to fulfill society's needed	2	7	0	0	9
43	Conception of responden about service from village is descriminative	0	0	1	8	9

44	Conception of responden about village is helping in providing society around	1	7	1	0	9
45	Conception of responden about village chief's decision in calculating the outcome	1	7	1	0	9
46	Conception of responden about providing society that already made is helpful	1	8	0	0	9
47	Conception of responden about training program can help the society	2	7	0	0	9
	Jumlah	9	43	3	8	

Based on table and calculation above, we can conclude that the performance of Merjosari Village Lowokwaru Distric Malang City's office in their productivity is good.

Related with productivity, we can see from involvement of an official in making a strategic plan, achieveing short and long term goal. Village already do measurement of performance and make serious efforts to keep measurement of that organization's performance based on the necessary and organization's purpose. Village always claculate an impact in every decision. Based on that questionnaire, we can conclude that it is in a good level.

Conclusion

The result of this research and explanation about village performance in society empowerment at Merjosari Village Lowokwaru District Malang City (Evaluation Study Based on Policy of Malang Mayor Regulation Number 71 Year 2008 About Basic Duty, Fungtion, and Village System Management) and policy of malang mayor regulation's plan number year 2016 about position, organization structure, duty and fungtion also district work management.

The writer can conclude that village government apparatus is ready to do their basic duty, we can see from many acieiving performance from four aspect as village performance indicator, there are : service quality, productivity, responsibility of village apparatus already good where it shows with many commitment and seriousness of apparatus in doing their duty and their fungtion. In government implementation at Merjosari village. Also village apparatus accountability already good where we can see from the capability of apparatus, also doing evaluation that shows to the society.

Implementing basic duty and fungtion of village to support society participation in providing society activity is good. In this case, we can see from data questionnaire with responden that involve directly with society activity. It means that in general village is supporting a good participation.

Implementing of basic duty and village fungtion, here we do three month and for every semester also evaluarion for a year. It means that in general society admit about implementing evaluation that has done by the village is good. To all variable item in doing basic duty and village fungtion in government implementation are in a good condition. It's describe that the implementation basic duty and fungtion in Merjosari village in improving the performance in general is good.

Suggestion

Based on the result of this research and a conclusion above, so we make many suggestions to improve the performance of Merjosari Village Lowokwaru Distric Malang City, such as :

1. We hope for all of Merjosari Village's official can improve the condition so organization's performance can realize as well also to the development in improving the quality of society's service.
2. We need to improve organization's performance from process aspect, such

as service quality indicator, responsibility, and accountability.

3. We also need to improve organization's performance from the result, such as productivity indicator and efficiency also evaluation.

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