ANALYSIS OF THE COMPLIANCE OF IMPLEMENTING PERFORMANCE ALLOWANCES FOR CIVIL SERVANTS AT LEMDIKLAT POLRI WITH THE PROVISIONS OF THE INDONESIAN NATIONAL POLICE CHIEF REGULATION NUMBER 7 OF 2020

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ABSTRACT
The research evaluates the implementation of performance allowance policies for Civil Servants at Lemdiklat Polri (Indonesian National Police Education and Training Institute). The bureaucratic structure effectively supports policy implementation due to Standard Operating Procedures (SOP) from the central authority serving as a reference. However, inter-organizational communication faces obstacles when interacting with employees as the target group. Information about National Police Chief Regulation Number 7 of 2022 and Employee Performance Appraisal (SKP) procedures has not been adequately communicated, leading to discrepancies in performance allowances and SKPs.Insufficient human resources can impact the policy's success, especially in Lemdiklat Polri's Human Resources Department (Bag SDM Rorenmin). However, infrastructure and facilities seem adequate to support policy implementation. Policy implementers still lack a high commitment to their duties as per National Police Chief Regulation Number 7 of 2020. Delays in monthly performance allowance disbursement are common due to tardiness in attendance summaries and processing requests. This reflects that policy commands aren't fully executed by the target group, primarily due to ineffective communication influencing their behaviour. Addressing these challenges is essential to implement performance allowance policies at Lemdiklat Polri successfully.

Keywords: Compliance, Performance Allowances and National Police Chief Regulation Number 7 of 2020

INTRODUCTION

Human resources, often abbreviated as HR, are essential to any organization, be it an institution or a company. Human resources play a pivotal role in determining an organization's progress. Human resources consist of individuals employed within an organization, serving as its driving force, thinkers, and planners to achieve its goals.

The issue of enhancing the competitiveness of human resources is paramount for organizations or institutions that are deeply concerned about their sustainability. The advent of the Internet of Things (IoT), big data, automation, robotics, algorithmic computation, and artificial intelligence requires increased accountability and transparency, especially within government organizations like the Indonesian National Police (as stated by Irfan Abraham, 2022). The crux of all these is the management and development of human resources, often referred to as human capitalism, suggesting that human resources are the most valuable capital demanding consistent performance improvement. The Indonesian

National Police's efforts to develop human resources are articulated in Law No. 2 of 2002, particularly Article 32, which indicates that the professional development of police personnel can be achieved through tiered and continuous education, training, and assignments.

Furthermore, Regulation of the Chief of Police No. 99 of 2020 regarding the System, Management, and Success Standards for Human Resource Development of the Indonesian National Police explicitly states that the police's human resources (abbreviated as HR Polri) are civil servants within the police organization and serve as its driving force. They are an asset that needs continuous training and capability enhancement. The police force has a clear roadmap for building and enhancing its human resources, emphasizing the HR Polri's position as a vital, developable asset that needs constant care and maintenance. The Police's Education and Training Institute (Lemdiklat Polri) based on the Organizational Structure and Work Procedure at the Headquarters level of the Indonesian National Police (as per Regulation of the Indonesian National Police No. 6

of 2022), stands out as a leading sector in producing top-notch police human resources capable of competing internationally. The Lemdiklat Polri is also a crucial entity overseeing initial education, further development, and training under the Chief of Police's jurisdiction. Their primary responsibility is to plan, develop, and implement educational programs covering professional, managerial, academic, and vocational training and manage the educational components within the police force. As the vanguard in human resource development in the education and training sector, Lemdiklat Polri must execute all strategies optimally.

In a plenary session of the Police's Education and Training Board (Wandiklat Polri) on December 8, 2021, General Listyo Sigit Prabowo stated that Lemdiklat Polri serves as the "kitchen" for moulding competent and quality police human resources, fulfilling societal expectations and justice. Thus, to achieve exceptional HR Polri, Lemdiklat Polri must maintain good, planned, and organized management in their creation, management, and updating. This responsibility towards the professionalism of HR Polri and achieving the police organization's goals is vital.

However, Lemdiklat Polri cannot function in isolation. Internal and external support is necessary, and their objectives are influenced by several factors, one of which is the human resources working within Lemdiklat Polri. Schuler and Jackson (2006) state that human resources are assets that must be meticulously managed in line with organizational needs. To enhance employee competency and performance quality, Lemdiklat Polri adopts various methods, including education, training, fair compensation, fostering a conducive work environment, and motivation. Through these processes, employees are better equipped and encouraged to embrace their responsibilities fully, having been trained relevantly. Meanwhile, providing compensation, a conducive work environment, and motivation are the employee's rights and the organization's obligation to support their contribution to achieving set objectives.

Compensation is the reward employees receive for their work. It is a significant element for employees as the amount signifies their value and Performance, influencing their motivation, which could improve or diminish their productivity. Furthermore, compensation plays a role in fostering loyalty. However, if not managed correctly, it could backfire. Compensation can be in the form of money, tangible or intangible items, and is a part of the rewards provided by the organization/institution. Compensation consists of wages, salaries, incentives, allowances, and facilities.

Allowances are a form of compensation given by the government to improve the welfare of civil servants, followed by salary increases adjusting for inflation and improving the salary structure and performance-based allowances. In today's work environment, there is a demand for high employee performance for organizational development. Performance allowances are crucial because they recognize individual efforts and contributions towards achieving organizational goals. By providing performance allowances, organizations convey that exceptional Performance is valued and respected, fostering a positive atmosphere where employees feel appreciated and are motivated to enhance their work quality continually.

Performance allowances also play a role in increasing employee productivity. Employees who feel that their efforts and Performance are valued tend to give their best. They feel a heightened sense of responsibility and commitment to their jobs. In the long run, this can increase overall productivity within the organization/institution.

Performance allowances should be provided for Ministries/Institutions/Local Governments that have implemented bureaucratic reforms. As stated in the Regulation of the Minister of Administrative Reform No. 63 of 2011, performance allowances should be given to improve the Performance of civil servants in government agencies that have implemented reforms. According to the Regulation of the Head of the National Civil Service Agency No. 20 of 2011, performance allowances are defined as allowances given to civil servants based on job evaluation results and the achievement of individual work performance.

For the Indonesian National Police (Polri), performance allowances were introduced in July 2010, in line with Presidential Regulation (Perpres) No. 73 of 2010. This was due to Polri's success in implementing Bureaucratic Reforms with nine Quick Wins programs, which were the primary products of the Polri, easily visible and directly benefiting the public through quick, easy, and accessible services.

With the improvement in employee and organizational Performance in implementing bureaucratic reforms achieved by the Indonesian National Police in 2018, Presidential Regulation No. 89 of 2015 was replaced by Presidential Regulation No.41 of 2018. The performance allowance for the Polri (Tukin Polri) is currently regulated in Presidential Regulation No. 41 of

2018 concerning performance allowances for civil servants in the Indonesian National Police.

Table 1
Performance Allowances for Employees in the Indonesian National Police

NO	Job Grade.	Performance Allowance by Job Grade
1	Wakapolri	Rp.34.902.000,00
2	17	Rp.29.085.000,00
3	16	Rp.20.695.000,00
4	15	Rp.14.721.000,00
5	14	Rp.11.670.000,00
6	13	Rp.8.562.000,00
7	12	Rp.7.271.000,00
8	11	Rp.5.183.000,00
9	10	Rp.4.551.000,00
10	9	Rp.3.781.000,00
11	8	Rp.3.319.000,00
12	7	Rp.2.928.000,00
13	6	Rp.2.702.000,00
14	5	Rp.2.493.000,00
15	4	Rp.2.350.000,00
16	3	Rp.2.216.000,00
17	2	Rp.2.089.000,00
18	1	Rp.1.968.000,00

The provision of performance allowances is closely related to implementing bureaucratic reforms. As stated in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025, the purpose of bureaucratic reform is to establish a professional government bureaucracy characterized by adaptability, integrity, high Performance, cleanliness and freedom from corruption, the ability to serve the public, neutrality, prosperity, dedication, and adhering firmly to the fundamental values and the code of ethics of state apparatus by providing performance allowances as a function in the successful implementation of bureaucratic reform at the Ministries/Institutions and Regional Governments. This regulation illustrates the Grand Design of Bureaucratic Reform at the Ministries/Institutions/Regional Governments for the years 2010-2025, requiring the formulation of a five-year bureaucratic reform roadmap. This roadmap is expected to guide us in making better bureaucratic changes and achieving tangible results. With this roadmap, we can collectively monitor the progress of bureaucratic reform at the national level and in each regional government. Performance allowances have become a significant and relevant topic in the competitive work environment. Performance allowances are a form of recognition or incentive given to employees for outstanding Performance or achieving set targets. This aims to boost motivation and increase employee productivity in the workplace.

Concerning the provision of performance allowances, the Lemdiklat Polri adheres to the Regulation of the Chief of the Indonesian National Police Number 7 of 2020 on the Procedures for Granting Performance Allowances for Employees in the Environment of the Indonesian National Police. It is mentioned that performance allowances are provided as recognition for achievements attained by employees within the Polri environment in carrying out their duties to realize bureaucratic reform. This means that the employee has achieved/ demonstrated work capabilities in supporting and executing their primary and functional duties in Polri. Explanations regarding performance assessment, the magnitude of the performance allowance index, and working hours have been clearly detailed. However, at Lemdiklat Polri, the researcher's assumption finds that Lemdiklat Polri has not fully implemented the granting of employee performance allowances to the fullest extent according to the applicable regulations.

Performance allowances will only be adequate if implemented concurrently with performance-oriented personnel management. Thus, clarity exists regarding the duties and

responsibilities of each employee, as well as the performance targets that need to be met. Consequently, every employee understands that specific performance metrics must be achieved to obtain certain rewards. Regrettably, a misconceived perception was found among some civil servants of Polri, who believe that performance allowances are a right they should automatically receive. Hence productivity and Performance outcomes remain stagnant. This was evident from the initial data found by the researcher, which indicated that the attendance rate of employees was not aligned with the objectives of granting performance allowances. The same applies to the filling out of SKP (Performance Accountability Reports), which still seems haphazard. Of course, this will become a problem in Lemdiklat Polri, when activities carried out do not align with the established work plan, rendering them ineffective.

The provision of performance allowances, ideally boosting employee productivity, is not yet evident in Lemdiklat Polri. This is due to the non-transparent cut in performance allowances. Firstly, it was found that some personnel who hold positions and have emotional closeness to financial affairs (Urkeu), were tardy or absent without notice, yet still received the total performance allowance without deductions. Secondly, the deduction of performance allowances is still based on Urkeu's assumptions, and the basis for cutting the allowance is only from the manual morning roll call attendance without further confirmation when the concerned individual arrives at the office. The lack of supervision and control from direct leaders in filling out the SKP, which is one of the prerequisites for granting performance allowances in addition to attendance data, is due to the leadership's lack of understanding of the essence of SKP. This becomes a loophole for civil servants in Lemdiklat Polri to fill out the SKP merely to achieve good ratings without doing or not aligning the tasks with the positions they hold. After all, Lemdiklat Polri is the "kitchen" for producing a professional, excellent, ready-to-use generation of the Polri.

Based on field observations, the attendance data of PNS Lemdiklat Polri for the year 2022 is as follows:

Tabel 2 Civil Servant Attendance Data of Lemdiklat Polri in 2022.

Moon	Department	Sick	Leave	Consent	Without Information	Study Tasks	Late
January			9				12
February			6				15
March		5	23		11	20	20
April			7	16		5	22
May		18	7			14	27
June		27	9	12			15
July			17	2			21
August	199	8	6	1			17
September	7	45	16	67			18
October	110	15	21	19			30
November	184	23	16	11	10	22	33
December			3	4			23

If illustrated, the attendance percentage of PNS Lemdiklat Polri is as follows:

Table 3
Percentage of Attendance Data for PNS Lemdiklat Polri in 2022

Keterangan	Month (In Percentage) Year 2022.											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Absent Without Notice			9.3								8.5	
Late Arrival or Leaving Early	10.2	12.7	16.9	18.6	22.9	12.7	17.8	14.4	15.3	25.4	28.0	19.5
Sick for More Than 3 Days			4.2		15.3	22.9		6.8	38.1	12.7	19.5	
Leave for More Than 3 Days	7.6	5.1	19.3	19.5	5.9	17.8	16.1	5.9	70.3	33.9	22.9	5.9

Based on preliminary observations conducted by the researcher, it is evident that the provision of performance allowances at Lemdiklat Polri has not yet been able to enhance the Performance and motivation of the PNS at Lemdiklat Polri. This is evident from the attendance recap data indicating frequent late arrivals for morning roll-calls, leaving early, and often being absent from the office for various reasons. Indeed, this is closely related to the performance allowance received, where there appears to be some mismanagement involved.

Tabel 4 Mapping of Previous Research

No	Title, Researcher and Year	Purpose	Method	Research Results
1	*Regional Performance Allowances Instrument Improving Performance Of Government Employees* Ali Junjunan, 2019	*to find out the implementation of performance allowances in Garut Regency*	*Descriptive analytical methods*	*Implementation of remuneration policy The Government of Garut Regency has been running well*
2	The effectiveness of providing additional employee income for civil servants at BKPSDM Makassar City Erwin Musdah, Muhammad Ikhsan Rahman (2021) Journal of Socio-Political Science Volume 4. No. 1. (2021), pp.1-10	to determine the effectiveness of the TPP government in Makassar City, especially at the Makassar City Human Resources Development and Personnel Agency (BKPSDM).	Mix method	This study concluded that the additional Employee Income (TPP) for civil servants in BKPSDMD Makassar City has been effective, especially in improving the welfare and Performance of civil servants.
3	The effectiveness of providing performance allowances in the implementation of traffic police duties (POLANTAS) in the North Padang Sector Police Yolla Aliffia, Nora Eka Putri (2019) Journal of Public Administration Students (JMIAP)	To know about Effectiveness of Performance Allowance Provision in the Performance of Traffic Police duties (POLANTAS) at the Padang Sector Police North	qualitative by nature Descriptive	The results showed that the effectiveness of providing performance allowances in the Performance of the duties of the Traffic Police, Discuss about how benefits The Performance was given in accordance with the Performance of its duties, which is the purpose From the provision of performance allowances it is to increase work productivity official.

4	*Implementation Of Performance Allowance Policy In Improving Performance Of Employees, Ministry Of Religion, Gorontalo Regency* Frista Iin Wahyuni, 2020	*Knowing and describing the implementation of the policy of providing Performance Allowances in improving employee performance at the Ministry of Religion of Gorontalo Regency* *qualitative method*		*phenomena. The results of the study show that: 1) The implementation of the policy of providing Performance Allowances is not in accordance with the Regulation of the Minister of Religion No. 11 of 2019 concerning the* *Provision of Employee Performance Allowances at the Ministry of Religion*
5	*Remuneration Systems of the Management Board and Corporate Governance Reporting – Evidence from Austria.* Karina Sopp, 2012	*Our study thus intends to give further insights by focusing on the disclosures made by Austrian corporations concerning the design of remuneration systems of their management boards*	*depth analysis*	*We find that despite some deficits of the National Code of Corporate Governance and deficits in its adoption its principles are functional for management control systems*
6	*Does implementation regulating remuneration affect the market value of European Union banks? Large versus small/medium sized banks.* Belén Díaz Díaz, 2017	*to analyze equity market reactions to the mandatory European Union regulation of remuneration policies in financial institutions.*	*Analitycal description*	*These findings indicate that remuneration regulations are considered unfavorable for shareholders perspective*

Previous studies provide insights into policy implementation, especially regarding remuneration or performance allowances. Researchers like Ali Junjunan and Erwin Musdah have examined policy implementation in local governments of Indonesia, while international studies by Karina Sopp and Belén Díaz Díaz explore remuneration in the context of corporations and European Union banks. The main findings from these studies often indicate that the application of remuneration does not align with existing regulations. The forthcoming research will evaluate aspects such as employee attendance, workload quality, and employees' placement in different performance allowance grades.

Presidential Regulation (PresReg) Number 103 of 2018 concerning Performance Allowances for Employees within the Indonesian National Police Environment.

Several articles in the Presidential Regulation (Perpres) Number 103 of 2018 concerning Performance Allowances for Employees within the Indonesian National Police (Polri) environment that are the focus of the study are as follows; in Article 3, it states: (1) The performance allowance referred to in Article 2 is not given to: (a) Employees within the Indonesian National Police who do not hold a specific position; (b) Employees within the Indonesian National Police who are temporarily dismissed or deactivated; (c) Employees within the Indonesian National Police who are dismissed from their

organic positions and given waiting money but have not yet been terminated as employees; (d) Employees within the Indonesian National Police who are granted leave outside of state expenses or on duty-free to undergo retirement preparation; and (e) Employees of public service agencies who have received remuneration as regulated in Government Regulation Number 23 of 2005 concerning Financial Management of Public Service Agencies as amended by Government Regulation Number 74 of 2012 concerning amendments to Government Regulation Number 23 of 2005 about Financial Management of Public Service Agencies. (2) Employees within the Indonesian National Police are appointed as functional officials and given professional allowances, then the performance allowance is given the difference between the performance allowance and the professional allowance in the same job class. (3) If the professional allowance provided, as referred to in paragraph 2 is greater than the performance allowance in the same job class, then the professional allowance is provided. (4) Further provisions regarding Employees within the Indonesian National Police who are not given a performance allowance as referred to in paragraph 1 and the difference between the performance allowance and the professional allowance in the same job class as referred to in paragraphs 2 and 3 are regulated by the Regulation of the Chief of the Indonesian National Police.

Chief of National Police Regulation (Perkap Kapolri) Number 7 of 2020 regarding the procedures for granting Performance Allowance for Employees within the Indonesian National Police environment.

The Chief of National Police Regulation Number 7 of 2020 governs the provision of Performance Allowance for employees within the Indonesian National Police environment. Article 2 emphasizes granting Performance Allowance based on employee performance evaluations, using several specific assessment methods. Article 3 explains the Performance Allowance index based on job class, rank/grade, echelon/levelling, and position. Furthermore, Articles 5 through 8 assert certain conditions under which the Performance Allowance can be reduced or not granted, as well as the employees' attendance process that will be considered. Articles 10 and 12 further describe special provisions concerning the reduction of Performance Allowance based on absences and specific reasons.

The research aims to assess the extent of conformity in granting performance allowances to Civil Servants in the Lemdiklat Polri environment

with the established regulations. This is crucial to ensure that the performance allowance granting strategy aligns with the stipulations in the Chief of National Police Regulation Number 7 of 2020 regarding providing performance allowances for employees within the Indonesian National Police environment.

Application

Riant Nugroho (2014, p.158) stated, "Implementation, in essence, is the manner executed to achieve the desired objective." Cahyononim conveyed a similar notion in J.S Badudu and Sutan Mohammad Zain (2010, p.1487), "implementation refers to an act, method, or result." Similarly, Henri Fayol's opinion in Candra Wijaya (2016, p.198) mentioned that implementation refers to organizing physical and human resources to achieve predetermined goals. Peter Drucker (1959) explained that implementation is the execution of actions and activities necessary to achieve desired results in an organization. This involves the efficient and effective use of human and non-human resources.

Meanwhile, Lukman Ali (2011, p.104) states, "implementation is to practice or to pair." Implementation can also be interpreted as execution. A similar statement was made by Setiawan (2004) that implementation is the expansion of mutually adjusting activities in the interaction process between goals and actions to achieve them, requiring an effective bureaucratic network. Mary Parker Follett (1942) expressed that implementation utilizes human strength and combines various organizational elements to achieve the desired goal. This involves a solid understanding of the relationships between people and the tasks to be accomplished. This was furthered by Wahab (2012), who said:

"implementation consists of actions taken by either individuals or groups to achieve goals outlined in decisions. In this regard, implementation is executing an output obtained through a method that can be practiced within the community."

Performance

Employee performance is a crucial aspect of maintaining the productivity and success of an organization. Every organization, be it a company, government agency, or other institution, has objectives and targets they aim to achieve. To achieve these objectives, employee performance plays a vital role.

The importance of employee performance cannot be underestimated in any organization or company. Some reasons why employee performance is crucial include the achievement of

organizational objectives, competitive advantage, and increased productivity.

Wibowo (2014, p.7) stated, "Performance originates from the term 'performance.' Some also define Performance as work output or job achievement." Further, according to Bani (2013, p.10), Performance (job achievement) is "The qualitative and quantitative work results achieved by an employee in performing their duties in line with the responsibilities entrusted to them." Simanjuntak (2005, p.1) suggests that job achievement is "the level of results achieved from performing specific tasks." According to Sutrisno (2010, p.151), Performance is "the work result achieved by someone from their work behaviour in conducting work activities." Siagian (2007, p.137) explains job achievement, also termed as Performance, "as the accomplishment achieved by an employee in fulfilling their duties and responsibilities." Furthermore, according to Irham Fahmi (2016, p.176), Performance is "the outcome obtained by an organization, whether it's profit-oriented or nonprofit-oriented, produced over a specific period."

Meanwhile, Simamora (2006, p.416) suggests that Performance is an activity associated with elements involved in the process of producing a specific output. From the definitions above of Performance, there are three interconnected aspects that every employee or leader of a work unit or organization needs to understand: [the text seems to cut off here, so the following aspects aren't provided].

Performance Allowance

Performance allowances often referred to as remuneration or compensation. Remuneration can be defined as something an employee receives in return for their contribution to the organization where they work. In the Indonesian Dictionary (2000, p.946), remuneration is defined as giving a reward (recognition for services etc.); or compensation. According to Munajah (2019, p.70), allowances are programs for improving the welfare of workers both materially and non-materially, which are indirect and as a form of company service compensation to workers outside of salary or wages, such as sickness payments, savings money, stock distributions, insurance, hospital care, pension funds, and others. Performance allowance is one of the organization's efforts to retain its employees, hoping employees can improve their work achievements and commitment to the organization.

According to Simamora in (Kadarisman, 2014, p.182), compensation is a program that links pay with employee productivity. Performance allowance is the additional salary remuneration employees receive for carrying out job duties and responsibilities associated with organizational roles and positions (Muhammad Mudhofar, 2021). Employees can receive compensation in exchange for their service contributions to the institution (Rivai, Veithzal & Sagala, 2010, p.741).

The compensation system varies, according to Peterson (2006). Generally, performance allowances take two forms 1) financial compensation and 2) nonfinancial compensation. Financial compensation consists of (i) direct financial compensation as allowances to support employee income in the form of economic benefits, bonuses, and commissions, and (ii) indirect financial compensation, which supports an employee's income in forms including employee insurance, social assistance, medical payment fees, among others. Nonfinancial compensation is a return in recognition (Peterson & Luthans, 2006). According to Sinambela (2016, p.235), Indicators of compensation state that there are 4: 1) Wages and Salaries, where wages are often used for daily workers, while salaries are regularly given based on agreement. 2) Incentives, which mean additional compensation outside wages or salaries. 3) Allowances as a complement to the basic salary. 4) Facilities, interpreted as a form of compensation given in the form of goods as employee facilities in supporting the implementation of their duties.

The Performance aims to motivate employees to use all their effort and dedication to do their job (Tjahjono; 2015). It can change work attitudes, behaviours, mindsets, mentality, morality, and motivation (Puluhulawa, 2011); and employee quality. However, it's important to note that an adequate performance allowance must be fair and transparent. Criteria for getting allowances must be clear and measurable so employees do not feel unjust. Performance allowances should also be given based on achievements and performance quality, not just subjective factors alone. Transparency and objectivity in the performance allowance system will increase employee trust in the organization and ensure that rewards are given correctly.

Purpose and benefits of Performance Allowance

According to Handoko as cited in Kadarisman (2016, p.205), allowances primarily aim to enhance employee motivation towards organizational goals by providing financial incentives beyond basic wages. Additionally, as outlined by Wungu and Brotoharsojo in Kadarisman (2016, p.231), allowances serve to attract potential employees to the organization, offering perceived benefits that ensure employee

security, fostering employee morale, and promoting a sense of camaraderie within a cohesive social environment, ultimately facilitating efficient work.

Factors Affecting Performance

Employee performance is a crucial factor in the success of an organization, as highly productive and high-performing employees tend to help businesses achieve their goals more efficiently. However, employee performance is influenced by various complex and varied factors. According to Zaenal Mustafa's research (2015), three key factors affect employee performance: leadership, motivation, and incentives. Another study by Syarifah (2021) suggests that individual Performance is influenced by job satisfaction. Salary plays a significant role for employees as it reflects the value of their work compared to their peers. Employees who receive fair compensation based on their skills and positions are motivated to work to the best of their abilities.

Furthermore, Sutrisno (2010, p. 151) states that employee performance is generally a combination of three factors: 1) the employee's ability, behaviour, and interests; 2) clarity and acceptance of the employee's role explanation; and 3) the level of work motivation. Sirajuddin (2015) also identifies six critical aspects of employee performance: work results, job knowledge, initiative, mental agility, attitude, and punctuality. These factors contribute significantly to overall Performance. Other factors influencing employee performance include job quantity, punctuality, initiative, ability, communication, consistency, precision, challenge, measurability, achievability, agreement, time-relatedness, and teamwork orientation, as mentioned by Sedarmayanti (2009) and Surya Dharma (2012, p. 83).

In conclusion, various factors influence employee performance, including competence, motivation, the work environment, recognition and rewards, and the availability of facilities and resources. A comprehensive understanding of these factors is essential for organizations to optimize employee performance.

Van Metter and Van Horn policy implementation model

This model formulates an attraction (framework) that pays attention to the relationship between various factors that affect the outcome or Performance of a policy. Van Metter and Van Horn who state that implementation as a process (Implementation as a Linear Process) has 6 (six) variables that relate policy to Performance, namely: a) Resources (resources). This factor includes people, facilities and infrastructure to encourage or facilitate effective implementation. b) Objectives, objectives and Policy Standards, This factor determines the appearance of a policy that can be measured to what extent the objectives and standards of the policy can be realized. c) Communication between organizations, This factor serves to facilitate effective implementation. d) Characteristics of the implementing agency, These factors influence policy ferpormance. e) Socioeconomic and political conditions, This factor has a major influence on the Performance of agents or agencies that implement policies. f) Disposition / Attitude of the implementers from the party carrying out the Implementation, This factor greatly colors the actions of the Implementors in implementing a policy. (Agustino, 2016)
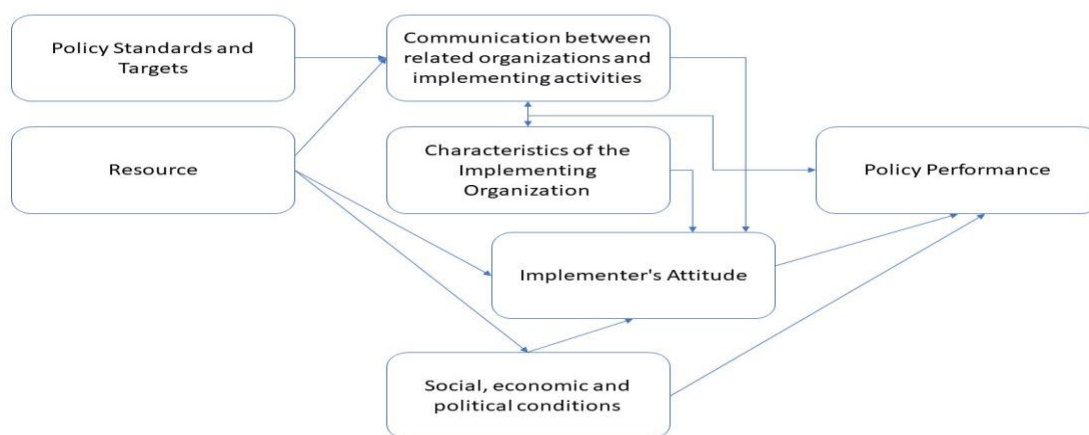
Gambar 1 Van Metter and Van Horn policy implementation model

RESEARCH METHODS

The type of research used in this study is descriptive research through a qualitative approach. The descriptive method is the search for facts with precise interpretation. This research examines societal issues, as well as societal norms and specific situations, including relationships, activities, attitudes, views, ongoing processes, and the influences of a phenomenon (Whiteney, 1960, p.55)."

This descriptive research aims to create a systematic, factual, and accurate description, representation, or portrayal of the nature, facts, and relationships among the phenomena being investigated.

The author chose this method because it is useful for obtaining real-world data during the research process, which can then be analyzed. Additionally, descriptive research is used in this study because it is considered highly appropriate, allowing the researcher to describe various sources of data and information, including expert opinions and observations from interviews, which can be used as data to support the research.

The researcher believes that the Van Metter and Van Horn policy implementation model can be assessed for its success through a qualitative approach. Variables that serve as indicators of the Van Metter and van Horn model, such as program standards and goals, resources, inter-organizational relationships, and economic conditions, can be sharply analyzed about the implementation of performance bonuses for civil servants in the Lemdiklat Polri through this research method. Essentially, this method will produce written data that comprehensively describes the indicators as outlined in the previous chapter.

Tehnik Data Collection

Riduwan (2010) defines data collection techniques as researchers' methods or approaches to gather data. The data collection techniques used in this research include interviews. According to Berger, as cited in Kriyantono (2020, p. 289), an interview is a conversation between a researcher (someone seeking information) and an informant (someone considered to have important information about a particular subject). Interviews can serve a descriptive function, providing insights into individuals' lived realities and thoughts on various aspects of life. This study will employ structured interviews, where the researcher formulates specific questions and issues for discussion.

The selection of informants in this research follows a purposive sampling model, as explained by Sugiyono, to ensure a deliberate and strategic choice of individuals with relevant knowledge about the study. Informants are selected based on their direct involvement and expertise in implementing performance bonuses for civil servants at Lemdiklat Polri. This purposive sampling technique enhances the research's depth and quality.

Additionally, another data collection method utilized in this research is participative observation. As described by Sanafiah Faisal (2020), participative observation involves the researcher becoming a part of the community or natural environment being studied to obtain comprehensive data. Depending on the level of involvement with the subjects, the researcher may adopt various participant roles, ranging from complete observer to full participant.

Lastly, the study also includes document analysis as a data collection technique. Guba & Lincoln, as cited in Alwasilah (2003), offer several reasons for using documents, including their durability, role as evidence, ability to provide context, cost-effectiveness, non-reactivity, and their complementary nature to interview and observation data. Documents can serve as a valuable source of information to enrich and support the research findings.

Tabel 6. Key Informan

No	Informan	Keterangan
1	Karo Renmin Lemdiklat Polri	Informan 1
2	Kepala Bagian (Kabag) SDM	Informan 2
3	Kasubbag Binpers Bag SDM	Informan 3
4	Kaur Keu Lemdiklat Polri	Informan 4
5	Ka Provost	Informan 5
6	Perwira Urusan (Paur) Verifikasi Urkeu	Informan 6
7	Ka Urtu Birorenmin	Informan 7
8	Kaurmin Bag SDM	Informan 8
	Total	8 Orang

Data Processing and Analysis Techniques

The data processing process in this research involves several stages that begin with data collection from various sources such as interviews, observations, and documentation. The data obtained is recorded in field notes consisting of descriptive and reflective sections, where descriptive notes reflect the information obtained without interpretation, while reflective notes contain the researcher's comments and interpretations. After data collection, the next step is data reduction, where relevant data is selected, focused, simplified, and systematically organized. Subsequently, data is presented in various forms, such as text, images, graphs, and tables to understand the situation. Finally, a conclusion is made during the research process, with interim conclusions drawn when the data is sufficient, and conclusions are made when the data is complete. This data analysis follows the Miles and Huberman (1992) model with three main points: data reduction, data presentation, and verification/conclusion drawing.
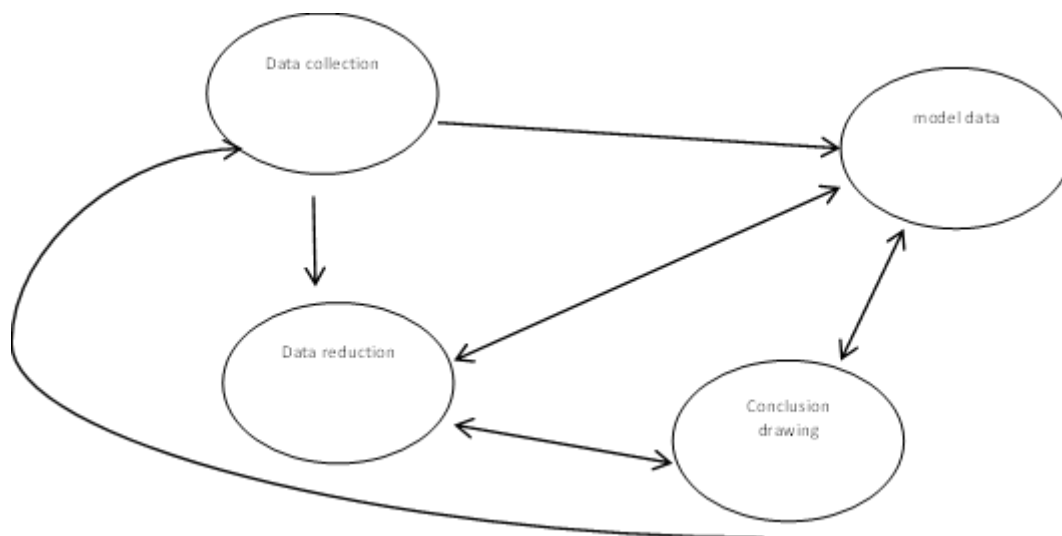

Figure 2
Stages of data analysis Miles and Hubberman (1992)

Model Validation Procedure (if generating a policy model)

National Police Chief Regulation Number 7 of 2020 on the Procedures for Providing Performance Allowances for Civil Servants in the National Police has been implemented. This research aims to analyze the policy's implementation and offer alternative solutions or policy briefs for providing Performance Allowances to Civil Servants at the National Police Training Institute (Lemdiklat Polri) following National Police Chief Regulation Number 7 of 2020. The implementation model used is Van Metter and Van Horn's (1975) model, known as "A model of the policy implementation process." Through methods such as interviews, documentation, and direct observation of relevant parties, data on the implementation of the National Police Chief's policy will be collected. These findings will be further discussed in a Forum Discussion Group (FGD) and used to develop alternative solutions in creating a new model or strategy for providing performance allowances.

Research Instruments

In qualitative research, the researcher serves as the primary instrument. As Moleong (2007, p. 168) explains, "In qualitative research, the researcher simultaneously acts as the planner, executor, data collector, data analyst, and data interpreter, ultimately becoming the reporter of the research results." Similarly, Nasution (1996, p. 55) emphasizes the role of the human researcher as the primary instrument. Arikunto (2006, p. 149) defines research instruments as tools that assist researchers in collecting data, making the research process easier and the results more precise, comprehensive, and systematic. In this study, the primary instrument used by the researcher is the researcher, while supporting instruments are outlined in observation guidelines and interview guidelines. To collect the necessary data and information, interview guidelines, tape recorders, cameras, and other tools are employed. Field notes are made to complement the research instruments, including written records of what is heard, seen, experienced, and thought during the data collection and reflection process (Bogdan and Biklen, 1982).

RESULTS AND DISCUSSION
The application of performance allowances according to National Police Chief Regulation Number 7 of 2020 for Civil Servants at the National Police Training Institute (Lemdiklat Polri)

The police bureaucracy reform program seeks to create a professional government bureaucracy characterized by adaptability, integrity, high Performance, cleanliness, and freedom from corruption. The key goal is to establish a government bureaucracy capable of serving the public efficiently, being neutral, prosperous, dedicated, and upholding the state apparatus's fundamental values and code of ethics. The reform of the National Police began with the issuance of Presidential Instruction Number 2 of 1999 on April 1, 1999, which was subsequently reinforced by MPR RI Decree Number VI/MPR/2000 regarding the Separation of the TNI and the National Police and MPR RI Decree Number VII/MPR/2000 regarding the Roles of the TNI and the National Police. This separation marked a favourable turning point for the National Police, leading towards greater autonomy and professionalism. The optimization of Performance aligned with roles and functions in improving the implementation of National Police bureaucratic reform policies eventually contributed to the increase in well-being through performance allowance compensation.

To analyze the application of employee performance allowances at Lemdiklat Polri, the policy implementation model articulated by Van Horn and Van Metter will be used, focusing on six indicators: standards, policy goals and targets, resources, organizational characteristics/ implementers, implementer dispositions/ attitudes, inter-organizational communication, and economic, social, and political environmental conditions. These six indicators are used in the research context to analyze findings related to applying performance allowances for Civil Servants at Lemdiklat Polri.

The provision of performance allowances is closely tied to bureaucratic reform implementation. Presidential Regulation Number 81 of 2010 states that bureaucratic reform aims to create a professional government bureaucracy with the characteristics of adaptability, integrity, high Performance, cleanliness, freedom from corruption, public service capability, neutrality, prosperity, dedication, and adherence to fundamental values and the code of ethics of state apparatus. It provides performance allowances as a function of the success of bureaucratic reform implementation in Ministries, Institutions, and Regional Governments. The improvement of civil servant performance within government agencies that have undergone bureaucratic reform is an essential criterion for awarding performance allowances, as outlined in the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 63 of 2011 on the Guidelines for Structuring the Civil Servant Performance Allowance System.

Based on the Chief of the National Civil Service Agency Regulation Number 20 of 2011 on the Guidelines for Calculating Civil Servant Performance Allowances, performance allowances are defined as allowances given to civil servants based on job evaluation results and civil servant work performance achievements. The allowance is based on an individual civil servant's Performance in alignment with the organization's Performance, allowing for increases or decreases in individual performance allowances based on key performance indicators.

Standard Operating Procedures (SOP) act as guidelines for all policy implementers to ensure that policy implementation aligns with its objectives and targets. Implementers should adhere to SOPs to ensure the policy's success. According to Susanto (cited in Fatimah, 2016), SOP comprises three components: "Standard," which serves as a fundamental reference that must be followed and adhered to by all members of the organization, with a binding and constraining nature; "Operating" refers to the application of activities within organizational activities, whether routine or non-routine; and "Procedure" pertains to steps related to work activities, usually in the form of graphics or written descriptions/narratives. Hence, SOP represents a fundamental reference for steps or stages related to applied activities work activities within an organization. At Lemdiklat Polri, there is documentation of SOPs related to performance allowances; however, according to interviews, these SOPs are based on those from Mabes Polri (the National Police Headquarters), serving as the reference for implementing performance allowance policies at Lemdiklat Polri.

Understanding performance allowances within the Lemdiklat Polri context is crucial for personnel to comprehend their job responsibilities better, enhance discipline, and improve competencies for higher quality and professionalism. In interviews, various informants demonstrated a sound understanding of performance allowances. According to informant 1, "Performance allowances are additional income provided to National Police members for their

success in bureaucratic reform within the National Police. These allowances are based on job classification, supported by attendance data and performance assessments conducted by their respective unit heads." Similarly, informant 5 highlighted, "Performance allowances are granted due to the National Police's ability to improve the quality and service standards for the public." Informant 7 emphasized, "Performance allowances are the government's appreciation for the National Police's performance, aiming to eliminate corruption."

The primary goal of providing performance allowances is to motivate personnel. When personnel feel valued and recognized for their excellent performance, they become more motivated. This aligns with Moeheriono's (2014) perspective that providing performance allowances for organizations is as follows: 1) To encourage employees to improve work performance and contribute to their welfare. 2) To attract competent candidates from the labour force to achieve competitive advantages for the organization. 3) To ensure employee welfare while maintaining profitability based on job positions. 4) To guarantee employee welfare while adhering to the fundamental principles of state apparatus and code of ethics, considering their work achievements as a reference for performance allowances. Although performance allowances have enhanced discipline among Lemdiklat Polri personnel, the manual attendance system still presents challenges in accurately tracking attendance, as some individuals manipulate their presence records.

These factors highlight the importance of a thorough understanding of performance allowances within Lemdiklat Polri to facilitate effective policy implementation, contributing to organizational goals and achieving them optimally and comprehensively.

Model in providing performance allowances at the National Police Training and Training Center.

Referring to supporting data and initial interview results, Lemdiklat Polri requires the design of a new model that can fulfill the needs and organizational strategies. Recommendations for the design of a new model for the provision of performance allowances to Civil Servants at Lemdiklat Polri will assist the researcher in addressing the second research question concerning the program's strategy and model for providing performance allowances to Civil Servants at Lemdiklat Polri in line with organizational requirements.

a. Standards, Policy Goals, and Targets

The achievement level of policy implementation performance can be assessed through the realistic policy objectives set at the policy implementer level. If the policy's standards and targets are overly idealistic, it becomes challenging to realize the policy (Agustino, 2016). As Van Metter and Van Horn stated, "To measure policy implementation performance, it must focus on specific standards and targets to be achieved by policy implementers. Policy performance essentially assesses the degree of achievement of these standards and targets" (Sulaeman, 1998). Similarly, in the context of Lemdiklat Polri, standards, policy goals, and targets are crucial factors in implementing performance allowances for Civil Servants at Lemdiklat Polri in compliance with applicable regulations. This can be maximized when policy stakeholders support it in implementing it to all personnel. With the creation of SOPs, the objectives of providing performance allowances and the policy's targets can be clarified, making it easier for implementers to understand and implement National Police Chief Regulation Number 7 of 2020.

There is a need for an online application system, both for personnel attendance and for the preparation of Employee Performance Appraisal (SKP), which allows for minimizing fraud in data entry, thus making data retrieval more effective and efficient.

b. Resources

In an organization, the primary implementers are the staff members, who require adequate skills and sufficient numbers. The successful implementation of policies depends on an organization's ability to utilize available resources. Three resources require attention in policy implementation: human resources, financial resources, and time. Human resources are the most crucial resource, as they determine the success of policy implementation. The presence of appropriately qualified human resources for the job is politically essential at every stage of implementation. Financial resources also play a critical role in policy implementation. If financial resources are problematic, policy implementation may be hindered. Placing personnel according to criteria and competencies will ensure effective and efficient implementation.

c. Implementers' Disposition/ Attitude

Research results indicate that policy implementers at Lemdiklat Polri are not highly committed to performing their duties and responsibilities in line with National Police Chief Regulation Number 7 of 2020. This situation results from policy implementers' delays in

confirming attendance and processing performance allowance requests. This indicates that the target group has not executed policy commands. It also suggests that communication has not been effective in influencing the behaviour of the target policy group. Consistency in commitment and assertiveness among policy implementers is crucial for ensuring policy implementation aligns with expectations.

d. Inter-organizational Communication

Communication between organizations still faces obstacles, such as communication with employees as the target group. Information dissemination, such as the procedures for preparing Employee Performance Appraisal (SKP), has not been maximized, resulting in many SKPs from employees at Lemdiklat Polri not aligning with the regulations or technical guidelines. Furthermore, the lack of comprehensive information provided results in varying perceptions among Lemdiklat Polri employees during SKP completion. The socialization of the procedures for providing performance allowances to National Police officers should be conducted annually at least once to refresh and remind all personnel at Lemdiklat Polri about performance allowance provisions. This is necessary due to frequent rotations and mutations in the National Police, both in terms of personnel leaving and joining.

e. Model/ Design for Providing Performance Allowances to Civil Servants at Lemdiklat Polri

The implementation of performance allowance policies is an integral part of the bureaucratic agenda. While there are already comprehensive and systematic reference regulations, issues arise at Lemdiklat Polri's implementation stage. Some problems stem from discipline and consistency among implementers in adhering to the regulations set out in the existing laws and regulations. Based on interviews conducted by the researcher regarding the various aspects of the design and system for providing performance allowances, an idea has emerged to create a new scheme/design. Below is the model/design for providing performance allowances to Civil Servants at Lemdiklat Polri.

CONCLUSION

In implementing performance allowance policies for Civil Servants at Lemdiklat Polri, standards, policy goals, and targets do not hinder the process. In other words, the bureaucratic structure factor is effectively supports the implementation of performance allowances for Civil Servants at Lemdiklat Polri. This effectiveness is due to a performance allowance

SOP from the central authority, which serves as a reference in the performance allowance process at Lemdiklat Polri.

Communication between organizations in implementing performance allowances for Civil Servants at Lemdiklat Polri still faces obstacles, particularly in communicating with employees as the target group. Information regarding National Police Chief Regulation Number 7 of 2022 and the procedure for preparing Employee Performance Appraisals (SKP) has not been maximally executed, resulting in discrepancies in performance allowances and SKPs that do not align with regulations or technical guidelines. Furthermore, incomplete technical information has led to unclear employee perceptions, resulting in varying interpretations.

Resources in implementing performance allowances for Civil Servants at Lemdiklat Polri do not possess sufficient adequacy, particularly in terms of human resources. This inadequacy is notable in the Human Resources Department (Bag SDM Rorenmin) of Lemdiklat Polri, which plays a role in implementing the performance allowance policy. This condition can impact the success of implementing performance allowances. However, the infrastructure and facilities appear adequate to support the implementation of performance allowances at Lemdiklat Polri.

The disposition and attitude of policy implementers in the implementation of performance allowances for Civil Servants at Lemdiklat Polri still indicate a lack of high commitment to carrying out their duties and responsibilities following National Police Chief Regulation Number 7 of 2020 regarding the procedure for granting performance allowances to National Police officers. Delays in the monthly disbursement of performance allowances are common due to policy implementers' tardiness in submitting attendance summaries and processing performance allowance requests. This situation reflects that policy commands have not been fully executed by the target group, which is mainly attributed to ineffective communication in influencing the behavior of the policy's target group.

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