



IMPLEMENTING THE FINGERPRINT ELECTRONIC ATTENDANCE POLICY IN THE LIMBOTO SUBDISTRICT HEAD OFFICE GORONTALO DISTRICT

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ABSTRACT

We confer an analysis of the implementation of fingerprint electronic attendance policy in the Limboto subdistrict head office Gorontalo District and factors contributing to its success. We used a descriptive qualitative method and collected data in three manners, i.e., interview, observation, and documentation. Data were analyzed using Mills and Huberman's analysis model, through which we reduced, presented, and verified data as well as drew conclusions. Findings demonstrate that 1) The fingerprint electronic attendance policy had been well implemented in the Limboto subdistrict head office Gorontalo District, attested by well-convened policy planning, implementation, and supervision; 2) Factors determining the implementation of fingerprint electronic attendance policy in the Limboto subdistrict head office Gorontalo District were communication, resources, disposition, bureaucratic structure, and force majeure. The implementation had succeeded in elevating PNS discipline and performances. We could see this in how discipline they were to arrive in the office and go home by schedule, how prepared they were when the manual attendance system was converted to the electronic one, and how good the communication between the head and staff as regards the policy implementation was. Additionally, their discipline was quantitatively proven by the report of electronic attendance in November 2020, which reached 94%. However, we also found some challenges, e.g., facility constraints, breeding problems in several marginalized sub-villages, and *force majeure* because of the COVID-19 pandemic.

Keywords: *Electronic Attendance, Fingerprint, Policy Implementation*

INTRODUCTION

Discipline is considered crucial within a family or in a government bureaucracy. PNS (Civil Servants) is demanded to demonstrate discipline. It is obligatory for them to comply with regulations. Measuring their discipline levels can be carried out in many ways, one of which is checking their daily attendance. PNS attendance is proven by an attendance list, which must be signed when they arrive and are about to go home. An attendance list must not be signed at a time and manipulated to avoid any violation/fraud.

The government then issues a policy mandating electronic attendance as a substitute for a manual one. This policy refers to Government Regulation (PP) Number 53/2010 on Discipline by Civil Servants (PNS). After the regulation issuance, the government bureaucracy upgrades its manual attendance system to an electronic one. The regulation thus instructs that each Civil Servants (PNS) must be disciplined and comply with government regulations. Civil Servants, attribute to the regulation, must be responsible for their duties and avoid any forbidden acts predefined in the statutory provisions and/or department regulations, in which if breaking them, Civil Servants concerned would be sentenced. An attendance list must be signed twice, namely when they arrive and are about to go home. These attendance data are recorded in an electronic attendance list. However, a manual attendance list is still allowed,

particularly when the electronic one is out of order, PNS concerned is not registered in the systems, and fingerprints are not recorded. The enactment of electronic attendance is to manifest discipline in work. Electronic attendance lists are then employed by the government when it is intending to administer, add, or subtract PNS allowances, which are determined based on their performances or work achievements. It is testified by Employee Performance Target (SKP) reports, which cover what civil servants do when working.

Meanwhile, work discipline, according to I.S. Levine, in Soedjono, 1980, was when employees arrived regularly and punctually, when they dressed properly at work, when they used materials and equipment cautiously, when they showed work amount and procedure determined by their office or company, and when they could finish on time.

An electronic attendance is a technology-based automatically set device, in which employees' data are inputted, allowing the device to record their attendance. It is impossible to manipulate the device as it records attendance through either fingerprints or faceprints.

Since 2019, almost all of the government institutions in Gorontalo District have applied an electronic attendance system, as a substitute for a sign-based attendance system. The manual attendance system, the signature-based one, is considered ineffective because being able to be easily manipulated. In response to the issue, Regent Government Number 6/2019 on PNS Performance Information System addresses the instruction to use an electronic attendance system. Local governments believe that this system will enhance PNS discipline and performance levels. Discipline must be well implemented by civil servants to develop government apparatuses, supporting their efforts in fulfilling tasks and responsibilities trusted to them by the state and the people. It is mandatory then that all civil servants must uphold discipline. The Limboto subdistrict head office is a government institution authorized by the Gorontalo District government to organize governance at the subdistrict level. Manifesting its function as a governance organizer, the Limboto subdistrict head office gears towards the government regulations, including regarding employee attendance. The Gorontalo District government then obliges all civil servants in all work units, including the Limboto subdistrict head office, to use an electronic attendance system.

Before turning toward the fingerprint system, the Limboto subdistrict head office used the manual one, bringing about some problems, namely impracticality, wasted paper, and susceptibility to fraud. Our preliminary observation testified no corrective acts were delivered in response to those problems. We found out 100% (full) attendance in recapitulated attendance lists used for TPP payment in June-July 2019. As such, the fingerprint system is foreseeable to escalate PNS discipline and performances, optimizing public service delivery in Limboto.

Taking the above arguments into account, discipline is imperative for good governance. In the attempt to manifest it, the government then enacts a policy pertinent to electronic attendance lists. Responding to the policy, the Limboto subdistrict head office upgrades its attendance system to be the electronic one, as having been instructed. The Limboto subdistrict head office has implemented an electronic attendance system since 2019 after considering ineffectiveness in its manual attendance system which could not control employee lateness and absence during work hours. Therefore, it is determined to implement the fingerprint electronic attendance system.

From our preliminary observation, we identified an electronic attendance machine installed in the front door of the Limboto subdistrict head office. Civil Servants working in the Limboto government are the installation targets.

THEORETICAL FRAMEWORK

Administrative Theory

Administration, in a specific meaning, is any activity of note-taking, correspondence, simple bookkeeping, typing, scheduling, and others, which are administrative in nature. Meanwhile, administrative, by a general definition, is the entire collaboration process between two or more people in achieving specific goals efficiently and effectively. Dunsire, in Keban (2004:2), defined administration “as an instruction, government, implementation activity, orientation activity, creating principles of implementation, public policy, analyzing, balancing and presenting decisions, and considering policies and as individual and group work in creating public goods and service products and as an academic and theoretic work field arena”. Therefore, the administration is an effort and activity to implement particular policies to attain particular objectives.

The Liang Gie (1999:14) described the administration as “a series of an organization of primary works performed by a group of people cooperating to achieve particular purposes. From the same source, Luther Gullick explained, “Administration has to do with getting things done, with the accomplishment of defined objectives.”

Meanwhile, Nawawi (2005:1) mentioned that administration was “an activity or any activity constituting a process of controlling a cooperative effort undertaken by a group of people to attain common goals”. Moreover, Siagian (2002:2) proposed that administration was the whole cooperative process between two or more people based on certain rationalities to achieve predefined objectives.

Theory of Policy

Carl J. Frederick, in Leo Agustino, 2016, defined a policy as a series of activities proposed by an individual, group, or government within a specific environment, which therein we encountered several challenges (ordeals) and opportunities open for the implementation of the policy to achieve particular goals. This argument indicates that the idea of policy engages intentional and purposive behaviors and constitutes an important part of the definition of a policy as a policy should point out what to do instead of what to propose germane to a problem.

Likewise, Yunus (2004:12) revealed that a policy was a series of functions in a system, which are inextricably connected to and complement each other. The functions were in regard to the management processes, namely planning, actuating, controlling, and evaluation.

Theory of Implementation

Implementation constitutes any activity carried out through planning and referring to certain regulations to achieve its objectives. Accordingly, implementation is a stage in a public policy. Many experts expressed their definition of implementation, one of whom was Tahir (2014:54), who said that policy implementation was a stage of decision implementation. The decision could be in the form of a policy, paragraphs of legislative law, executive regulation, court decision, or regulation and consequence of a public policy which influenced some aspects in life. Although a policy has been well implemented, failures may still happen if the implementation process was poor and not optimal. Once it occurs, the policy fails to attain

objects determined by its makers. It shows that a policy implementation, by substance, is a correct way to enable a policy to attain its goals as determined by policymakers.

Factors Determining an Implementation

Schneider (1982:718), in Erwan and Dyah (2015:19), stated five factors impacting a successful implementation, i.e., viability, theoretical integrity, scope, capacity, and unintended consequences. Meanwhile, Sabatier (1986:268), in Erwan and Dyah (2015:19), suggested six primary variables contributing to success or failure, namely:

1. Clear and consistent policy objectives or targets
2. Potent theoretical supports in formulating a policy
3. Clear legal bases applied in an implementation process, ensuring staff compliance in the field as well as target group compliance
4. Commitment and expertise of policy implementers
5. Stakeholders' support
6. Social, economic, and political stability

Edward III (1980), in Erwan and Dyah (2015:85), identified four critical factors affecting a successful implementation process, i.e., communication, resources, disposition or behaviors, and a bureaucratic structure.

RESEARCH METHODS

The research approach was descriptive qualitative with three data collection techniques, which were interview, observation, and documentation. The data analysis was Mills and Huberman's analysis model, implemented in four stages, i.e., data reduction, data presentation, data verification, and conclusion drawing.

RESEARCH FINDINGS AND DISCUSSION

A. Implementing the Fingerprint Electronic Attendance Policy for Civil Servants in the Limboto Subdistrict Head Office

1. Planning

In the process of policy implementation, BKD, as the policy enforcement institutions, started making the Regent Regulation draft in 2018, and in early 2019, the draft had been accomplished and validated in July 2019. BKD had also distributed a circular letter informing the fingerprint attendance implementation to all OPDs in their offices. However, it was a regret that OPD engagement in policy formulation was minimum, even the Limboto subdistrict head office was not involved in it.

Meanwhile, in the Limboto subdistrict head office, fingerprint device procurement was proposed to the 2019 Amended APBD, i.e., after the issuance of Regent Regulation on Employee Performance System (SIKAP). The 2019 Amended DPA had been procured and activated since August 2019. Furthermore, further fingerprint plans were expected to be added in 2021.

2. Implementation

In a general view, the fingerprint policy had been well implemented in the Limboto subdistrict head office. After the implementation, civil servants working there were more disciplined. Additionally, TPP reduction had also been applied till today. Findings also revealed that the PNS attendance rate in the Limboto subdistrict head office was up to 94%

until November 2020 (data attached). It attested that the implementation of fingerprint policy in the Limboto subdistrict head office had been aligned with the procedures as referred to in Gorontalo Regent Regulation Number 61/2019 on Civil Servant Performance Information System in the Environment of Gorontalo Government.

3. Supervision and evaluation

The fingerprint implementation in the Limboto subdistrict head office was directly supervised by the OPD heads, namely the Limboto subdistrict head and subdistrict head secretary with the assistance of sub-village heads in Limboto. When supervising, the Limboto subdistrict head and secretary fulfilled their responsibilities in the Limboto subdistrict head office, whereas germane to public service delivery performance supervision, it was the responsibility of each subdistrict head in their work areas. Meanwhile, evaluation was carried out by BKD, in coordination with the Limboto subdistrict as the leader. A monthly evaluation was given to PNS who often came late. In the Limboto subdistrict head office, evaluation was given by the Limboto subdistrict head secretary to employees concerned. The subdistrict head secretary would coach those who committed indiscipline faults, e.g., lateness in fingerprinting and disobedience to conduct fingerprinting.

B. Factors Contributing the Implementation of Fingerprint Electronic Attendance Policy in Civil Servants in the Limboto Subdistrict Head Office

1. Communication

Communication was one of the effective mechanisms in public policy implementation. The better the communication between parties concerned, the smaller the error possibilities. In regard to this mechanism, we examined how the subdistrict head communicated with his/her employees and how socialization given to civil servants to make them apprehend the implementation of electronic attendance policy in the Limboto subdistrict head office was.

Findings demonstrate that in relation to the implementation of the electronic attendance policy, communication and coordination established between the BKD head, the Limboto Subdistrict Head office, the subdistrict head, and employees were good. The BKD head and Limboto subdistrict head contended no challenge in the implementation of fingerprint electronic attendance, justified by civil servants' responses. Before using electronic attendance, civil servants had been given socialization in terms of how to use it and control the attendance website derived from the electronic attendance application where to go if there were system errors. BKD, through subdistrict operators, was the party in charge of such errors.

2. Resources

A successful policy implementation process hinged on the capability of using available resources. Humans were the most crucial resources for successful policy implementation. Quality human resources commensurate with the policy would manifest a successful policy implementation.

In this resources dimension, we figured out three aspects, i.e., preparedness, responses, and facilities, which supported the fingerprint electronic attendance policy implementation for civil servants in the Limboto subdistrict head office. Here is the elucidation of the three aspects.

Firstly, civil servants (PNS) in the Limboto subdistrict head office had been informed regarding the changed attendance system, from manual to electronic. The information they acquired from both the website and socialization given BKD and subdistrict employees, building their preparedness. *Secondly*, our data analysis pinpointed that several civil servants showed objection after being informed regarding the shifted attendance system. The objection was bred by their concerns if the electronic attendance did not work for them as they usually came late, bringing about TPP reduction. The concerns were actually unnecessary because, in fact, the application of electronic attendance was not as complex as being imagined. Through guidance and socialization, all civil servants and employees in the Limboto subdistrict head office comprehended it. *Thirdly*, it was possible that the implementation of fingerprint electronic attendance policy in the Limboto subdistrict head office would not meet a great success even though civil servants working there had been capable and ready. As such, the subdistrict employees responsible anticipated the possibility by purchasing fingerprint electronic attendance devices and hired operators to input employee data to the application. Additionally, trials were carried out to users. Civil servants were informed that their attendance list would be monthly printed out. This induced discipline in fulfilling their responsibilities. However, some challenges appeared, in the form of limited access to several marginalized sub-villages, namely Biyonga, Polohungo, Tilihuwa, and Maluhu, whose sub-village heads wished more fingerprints delivered to their sub-villages.

We could infer that human resources in the Limboto subdistrict head office had implemented the electronic attendance policy well. Civil servants there had been aware of and supported the change in the attendance system. Besides, the subdistrict employees concerned had provided fingerprint device facilities. Nevertheless, several marginalized sub-villages encountered some issues because of distance and difficult access to the main road. As such, the government was expected to deliver more fingerprint devices to the sub-villages. To sum up, human resources were good yet we had also found out some weaknesses in tool resources, which correlated to budget resource constraints.

3. Disposition

A successful policy implementation was exceptionally determined by implementers' disposition. Accordingly, the implementation of the electronic attendance policy in the Limboto subdistrict head office was also determined by civil servants working there. We assessed the implementation from civil servants' responses and activities after applying electronic attendance system.

Our observation revealed that all civil servants in the Limboto subdistrict head office had implemented fingerprint electronic attendance. The implementation was started in 2019 when Regent Regulation Number 61/2019 on Civil Servant Performance Information System in the Environment of Gorontalo District Government gave the instruction for using electronic attendance. With the use of electronic attendance, the discipline rate in the Limboto subdistrict head office improved.

Accordingly, civil servants supported the implementation of the electronic attendance policy. It caused discipline as well as performance rates to increase, proved by the attendance percentage in November-December 2020 which reached above 90%.

4. Bureaucratic structure

The bureaucratic structure was the central party in the implementation of the electronic attendance policy. In this dimension, we observed three aspects, which were stakeholders' roles, implementation, and sanction mechanism to violation of discipline in the Limboto subdistrict head office.

Firstly, the leader, i.e., the subdistrict head implemented the electronic attendance policy for civil servants in the Limboto subdistrict head office strictly. S/he asked for sub-village heads' participation in supervising civil servants' discipline. They had been prepared to receive any complaints from the community when they found the Limboto subdistrict civil servants who were not disciplined by, such as, taking a pleasant walk which did not correlate to their works during work hours or neglecting their tasks. *Secondly*, electronic attendance, as displayed on the Control website page, had been well implemented. *Thirdly*, our data indicated that no civil servants had been heavily sanctioned. Warnings and persuasive corrective actions were given once they broke certain rules. Additionally, those asking for permission had to make a permission letter and those absent without any notification would get their TPP reduced.

Due to strict supervision and sentence given by the leader, the bureaucratic structure in the Limboto subdistrict head office in relation to the implementation of electronic attendance was considered good.

5. Force majeure

Force majeure constituted beyond expectation and inevitable events which consequently caused activity to be unable to be performed as it was. Several events included in force majeure were war, riots, revolution, natural disasters, strikes, fire, and other disasters declared by the authorized official/institution. With the declaration of the COVID-19 pandemic as a non-natural disaster through the Decree of the President of the Republic of Indonesia Number 12/2020 on the Determination of Non-natural Disaster the 2019 Coronavirus Disease (the COVID-19) as a national disaster, the COVID-19 pandemic was then classified as force majeure as well.

Furthermore, the COVID-19 pandemic spread to Gorontalo District, specifically Limboto which was categorized as a red zone in March 2020. In the environment of the Gorontalo government, 56 structural officials had been confirmed positive for the COVID-19. It urged the Gorontalo Regent to issue Circular Letter Number 800/BK-Diklat/334/III/2020 on Adjustment of Work Systems in Efforts to Prevent the Spread of COVID-19 in the Environment of Gorontalo District Government, which was then followed up by the Limboto subdistrict head by issuing Circular Letter by the Limboto subdistrict head Number 800/115/Kec. Limboto/III/2020 on the Environment of Limboto Government.

Enacting the work system in Limboto, the subdistrict head instructed some employees to attend and others worked from home. This mandate was applied for three months, as of April-June 2020, deactivating the implementation of fingerprint policy for civil servants working for the Gorontalo government, including in Limboto. BKD then gave a dispensation so TPP was granted based on the e-performance system inputted by each of the civil servants and directly assessed by their employers.

Likewise, the Gorontalo Regent, through the Gorontalo Secretary, issued Circular Letter Number 800/BK-Diklat/678/VII/2020 on Guidelines for Implementing New Behavioral Norms for Civil Servants in the Environment of Gorontalo District Government, which campaigned the New Normal regulation in the implementation of civil servants' daily tasks and functions. The New Normal implementation strategy was divided into two stages, i.e., short term (July-December 2020) and long term (2021-2022). The Circular Letter had an implication of the re-enactment of fingerprint policy, including in the Limboto subdistrict head office, which had re-activated the policy since July 2020 but also implemented strict health protocols, e.g., washing hands, wearing a mask, and social distancing.

The field evidence stated that the COVID-19 pandemic, which had been declared as a national disaster through the President Decree Number 12/2020, was one of the force majeure conditions which engendered a situation where the implementation of fingerprint policy was temporarily unable to be implemented in the Limboto subdistrict head office. In conclusion, force majeure could be a factor contributing to policy implementation.

CONCLUSION

Referring to our findings and discussion, we could draw some conclusions as follows:

1. The electronic attendance (fingerprint) policy for civil servants in the Limboto government had been well implemented. All stages, namely planning, implementation, supervision, and evaluation, were also well implemented, indicated by their attendance reaching 94% in November 2020.
2. Several factors determining the implementation of fingerprint electronic attendance policy for civil servants in the Limboto subdistrict head office were (1) Communication and coordination in relation to the implementation of electronic attendance policy were well established by BKD, subdistrict head, and employees, (2) Civil servants in the Limboto subdistrict head office had understood the implementation of electronic attendance and been prepared for it. Nevertheless, challenges were encountered in marginalized sub-villages, namely Polohulongo, Tilihuwa, Biyonga, and Malahu, (3) Implementers or civil servants' disposition had supported the policy. Their performances were performed based on e-performance and directly assessed by their employers, (4) The bureaucratic structure was good, supervision was strictly undertaken by leaders, and the subdistrict head engaged sub-village heads in supervising apparatuses. Civil servants had apprehended the implementation of electronic attendance in accordance with Regent Regulation Number 61/2019 which mandated TPP reduction for civil servants coming late and those who neglected the electronic attendance, and (5) Pertaining force majeure, the COVID-19 pandemic halted the implementation of fingerprint attendance policy for three months. However, the implementation was reactivated in the New Normal era.

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