

Policy Implementation of Midwife's Work Performance Assessment at the Community Health Center of South Tangerang City Indonesia

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ABSTRACT

This study aims to evaluate the implementation of the Puskesmas Midwife's Work Performance Assessment policy in South Tangerang City. Evaluation is a systematic process of collecting, analyzing and presenting information, viewed by comparing with evaluation indicators, implementation is an activity to distribute policy outputs carried out by the implementer to the target group, job performance appraisal is a system used to assess and find out about the implementation of tasks and responsibility given to each worker as a whole. The method used is descriptive exploratory with a qualitative descriptive approach using the CIPP evaluation method. Data collection techniques using observation, interviews, and documentation. The data analysis technique in this study used an interactive analysis model. The results of this study indicate that the implementation of the midwife's performance appraisal policy has been carried out well, because the policy implementation process is in line with the basic policies used. Assessment using the work performance appraisal application or better known as APIK, this online-based application is an innovation in an effort to assess the work performance of South Tangerang City. The use of electronic devices in the application shows that the South Tangerang City Government in the process of evaluating work performance has adjusted to current technological developments, although there are still several activities of midwives whose options are not available on the application.

Keywords: *Evaluation, Policy Implementation, Job Performance Assessment*

1. INTRODUCTION

Health Development is an effort made by all components of the nation to achieve health goals, namely increasing awareness, willingness and ability to live a healthy life for everyone, so that the highest degree of public health can be realized as an investment for the community. development of socially and economically productive human resources.

The health development target to be achieved in 2025 is to increase the degree of public health as indicated by increasing life expectancy, decreasing infant mortality, decreasing maternal mortality, decreasing the prevalence of malnutrition in infants [1].

In the Regulation of the Minister of Health of the Republic of Indonesia number 75 [2], it is explained that the Community Health Centres has the task of

implementing health policies to achieve health development goals in its working area in order to support the realization of healthy sub-districts. The Community Health Centres is the technical implementation unit of the District / City Health Office that is responsible for health services in its working area.

The work performance assessment can be used as a basis for the placement of health workers in a particular position / position, the preparation of a reasonable and transparent incentive system, fair career development and evaluation of the organization for the resources they have. This will encourage every health worker to increase the productivity and quality of health services. The performance appraisal of important administrative and developmental decisions, likes, pay, promotion, training, and also documentation for legal purposes [3].

The evaluation of the implementation of the midwife's work performance policy in the community health centers is expected to increase the work productivity of midwives to achieve desired expectations.

There are a number of policies relating to work performance appraisal issued both by the central government and regional governments, which in this case are the government of the southern Tangerang city, namely: 1) Government Regulation Number 46 of 2011 concerning Civil Servants Job Performance Assessment [4]. 2) South Tangerang Mayor Regulation No. 5 of 2018 concerning Provision of Additional Income for Civil Servants and Prospective Civil Servants in the South Tangerang City Government [5]. The assessment is based on the results of reporting Midwife's work done manually using excel software and the online application of Performance Assessment (APIK).

Policy implementation is a top-down management application that aims to compare the performance of various policy dimensions with a number of specific criteria ranging from policy objectives to the implementation process and the results of applying evaluation methods that can be used are CIPP evaluation methods (Context, Inputs, Processes and Products). One of the strengths of the CIPP model is as a useful and simple tool to help evaluators produce very important questions to ask in the evaluation process [6]. The most important of these models is that it provides a holistic view of each element by evaluating the context, inputs, processes and outputs of each and from various angles [7].

This condition encourages researchers to conduct research on "Evaluation of the Policy Implementation Evaluation of Midwives' Performance in South Tangerang City Health Centers".

2. THEORETICAL FRAMEWORK

Evaluation

Evaluation is a systematic process of delineating, obtaining, reporting, and applying descriptive and judgmental information about some object's merit, worth, probability, feasibility, safety, significance, and / or equity [8]. Opinions are not much different which interpret evaluation as a process of assessing something based on predetermined criteria or goals which is then followed by decision making on the object being evaluated [9]. Another expert opinion defines evaluation referring to the process or process to determine the value of something [10]. According to this definition, the term evaluation refers to or contains the meaning of an action or a process to determine the value of something.

From several evaluation theories by the experts above, there is a principal equation that evaluation is a systematic process of activities to gather analyze and present information, judging by comparing with evaluation indicators and supporting theories.

Policy Implementation

Etymologically the implementation can be intended as an activity related to the completion of a work with the use of means (tools) to achieve policy objectives [11]. implementation distributes policy outputs carried out by the implementer to the target group to realize policy objectives. Policy implementation in principle is so that a policy can achieve its objectives [12].

According to Van Meter and Van Horn, there are five variables that affect implementation performance, namely; (1) policy standards and targets; (2) resources; (3) communication between organizations and strengthening activities; (4) characteristics of implementing agents; and (5) social, economic and political conditions.

Work Performance Appraisal

Performance appraisal is the process you use to evaluate and support your employees' on-the-job performance. It is part of a system of performance management that is based on your goals and your employees set together. It includes the periodic information you use to see how well your employees are performing relative to their goals to provide opportunities for early intervention [13]. Work performance assessment is a system used to assess and know about the implementation of duties and responsibilities given to each worker as a whole [14]. Performance appraisal is a systematic study of the working conditions of employees that are formally carried out that are associated with the work standards determined by the company.

Performance assessment aims to provide rewards to previous performance and provide motivation in order to improve performance for the future. In addition, information obtained from performance appraisal can be used by companies to determine salaries, salary, promotion, training and assignment. Then, other goals such as for human resource planning, recruitment and selection, career planning and development, as well as assessment of workers' abilities. Furthermore, to assess a person's performance in general there are several elements used including the quality of the results, quantity of results, attendance, timeliness of results, and ability to work together.

3. RESEARCH METHOD

This study used a descriptive qualitative method using the CIPP Evaluation Model developed by Stufflebeam. CIPP, which is an abbreviation of the

initial four letters, namely evaluation: konteks, input, process, product, component of an activity program process. The CIPP model is an evaluation model that views programs or policies that are evaluated as a system. The CIPP evaluation model is recommended as a systematic framework that guides concept makers, designs, implements, and evaluates learning project services, and provides feedback, as well as evaluating project effectiveness for further improvement [15].

In accordance with the focus of the research, namely the Evaluation of the Policy Implementation of Health Human Resources Performance Assessment at the Public Health Center of the South Tangerang City Government.

This research was conducted from May 2017 to October 2018. In collecting the data and information needed, researchers used observation, interview and documentation techniques. Which is a source of data, namely: Head of the Personnel, Education and Training Agency (BKPP); South Tangerang City Health Office; Head of Legal Division of the Regional Secretariat of South Tangerang City; Head of South Tangerang City Health Center; Chairperson of the South Tangerang City Midwife Professional Assessment Team and Civil Servants (PNS) and Prospective Civil Servants (CPNS).

4. RESULTS AND DISCUSSION

Evaluation context related policy objectives midwife work performance assessment in south tangerang city community health center that is the purpose of the policy for evaluating the performance of midwives at the Public Health Center, in general, is aimed at ensuring the objectivity of the development of Civil Servants based on the work performance system and career system which is focused on the work performance system. The work performance assessment is based on objective, measurable, accountable, participatory and transparent principles.

The work performance assessment is expected to have a positive influence and contribute to an organization and can be used as an effective tool to improve performance and productivity, and to develop workers. Regulation of the Minister of State for Administrative Reform Number: 01 / PER / M.PAN / 1/2008 [16] concerning Midwife Functional Position, explains the determination of midwife's level of appointment in office is determined based on the number of credit numbers held after being determined by an official authorized to determine credit numbers. For a group increase or rank, a midwife as a general functional, where the work done is attached to his / her position is required to work on the List of Proposals for Determination of Credit Numbers which becomes the basis for issuing Credit Score Determination.

Determination of the Credit Number is the condition that must be attached to the increase in class or rank. Thus the policy objective of midwife's work performance appraisal at the South Tangerang City Public Health Center is based on Government Regulation number 46 of 2011 concerning Work Achievement Assessment and South Tangerang Mayor Regulation number 5 of 2018 concerning the Granting of Additional Employee Income, in accordance with the objectives of the implementation of the performance appraisal policy, such as to guarantee the objectivity of midwife development conducted based on the work performance system, achieving increased productivity and quality of midwife services at the Puskesmas, the realization of career development for midwives at the Puskesmas, and the realization of transparency for the implementation of incentives for midwives at community health. The list of proposed credit numbers worked by midwives is used for the purpose of increasing class or rank, with adequate performance from workers based on work performance appraisal policies that will result in improved employee performance.

Input evaluation related resources for midwife's job performance assessment at community health centers that is a fair and honest work performance assessment system has an important influence on the success of an organization because it feels it can be connected with the acceptance of the system quickly, the performance of workers, and organizations [17]. power that can support the implementation of policies in the form of positive support for the implementation of the policy.

This assessment of midwife's work performance at the community health center of the South Tangerang city government involves several local government institutions to support the implementation of policies that are either related to increases in rank or rank in midwives or the provision of Additional Employee Income. These institutions include: a) Staffing, Education and Training Agency; b) Health Office; and c) Community Health Centers. The public health center as the technical implementation unit is the implementing element of the technical activities of the Health Office of the South Tangerang City Government which is responsible for carrying out health development in the District's work area. Public health centers in the implementation of their duties function as a center for community empowerment, public health services, primary individual health services, and as a health referral center. The community health center is headed by a head of the community health center that is located under the Service and is responsible to the Head of the Service.

Assessment of midwife's work performance is based on government regulation number 46 of 2011, which aims to increase the number of civil servants,

government institutions in this case the Health Office, after receiving submissions from midwives every six months, submitting the submission to the assessment team Credit Numbers Midwives, who are appointed by the Health Office based on the Decree of the Head of the Health Office. The Dupak appraisal team evaluates based on the files submitted, after the assessment activities are completed, the assessment team returns the results of the assessment to the Health Office to be determined as the Result of the Credit Score Assessment. Results of evaluation of midwives 'credit scores received by the Health Office from the assessment team. List of Proposals for Evaluation of Midwives' Credit Numbers, after verification of the results of the assessment to the Personnel, Education and Training Agency at the end of each year as a consideration for the process of increasing midwives.

Process evaluation which is related implementation of policy on midwife's work performance assessment policy at the south tangerang city community health center that is the process of implementing the midwifery work performance appraisal policy in the community health center in southern Tangerang is based on the policy of Government Regulation number 46 of 2011 concerning the performance evaluation of civil servants. Then the South Tangerang City Regional Government as an autonomous region issued South Tangerang Mayor Regulation Number 5 Year 2018 concerning Provision of Additional PNS / CPNS Income in the South Tangerang City Government, Government Regulation number 46 of 2011 is one of the legal bases for the establishment of the Mayor's Regulation.

The implementation of the midwifery work performance assessment policy was carried out in the community health center because the community health center was one of the organizations that had the authority and role to play in implementing the implementation. Public health centers are places where midwives carry out their duties according to their main tasks and functions. In addition, the public health center also provided the facilities and infrastructure needed to support the implementation of the performance appraisal such as fingerprint attendance, application of performance appraisal, also the head of the community health center who observed the midwife's work behavior in accordance with the category of workplace assessment. Job performance assessment for employees, is most commonly carried out by direct supervisors because the purpose of the work performance assessment is the basis of subsequent policy making. Becoming an assessor must also have certain qualifications so that the expected results of the work performance assessment are accurate and accountable must also be objective, fair, honest and transparent.

The timing of the right assessment is an important thing that must be considered in the implementation of the work performance appraisal policy. Furthermore, choosing the right time also shows effectiveness in the process of implementing the policy. Conversely, choosing the wrong time is susceptible to bias in employee performance appraisal. The most important thing in the work performance appraisal process is the head of the technical implementation unit or community health center located in a community health center that validates each incoming report before entering the personnel, education and training agency, even though the application used is directly connected online to staffing, education and training agency. However, it must be validated beforehand by the Head of the technical implementation unit as the appraisal official.

Product evaluation research results which is related results of the implementation of midwife's job performance assessment at the community health center of the south tangerang city government that is the results of the Midwife's work performance assessment besides being able to influence the awards obtained in the form of increasing welfare and career development, can also affect the increase in work productivity, in the form of improved services provided for maternal and child health. Appreciation for improving welfare and career development. Reward or appreciation is a form of appreciation given to someone on the basis of achievements that have been achieved. Financial and non-financial compensation had an influence on employee job satisfaction [18].

Midwives carry out their daily activities in accordance with their respective main tasks and functions. In making the report, by inputting these activities using the APIK online application, activities that must be reported every day are daily attendance and activities, for work performance assessments that are inputted only the employee's work goals and reported in the fourth week of each month while the worker's assessment behavior is carried out Community Health centers. To submit a list of proposed credit score assessments that must be done by Midwives, namely by carrying out their daily activities in accordance with their respective main tasks and functions, then document them into the post mortem book, where later the post mortem will be physical evidence if needed for clarification by the assessment team. Records of activities recorded in the post mortem book, then inputted using MS-excel software. Adequate socialization and training are very important as the key to the success of the policy implementation process. There is a positive correlation between training and development and organizational performance [19].

5. CONCLUSION

Work performance assessment is a formal process to periodically review and evaluate the work performance of Midwives. Can also be interpreted work performance assessment is a fair and honest analysis of the value of employees. An objective, systematic and comprehensive design for work performance assessment can be a useful tool for health institutions.

The process of evaluating the work performance of midwives at the community health center is based on the implementation of the main tasks and functions of midwives in the community health center. The results of work performance appraisal are one of the elements needed in providing financial and non-financial awards. Preparation of a midwife's career pattern in the form of a group or rank increase requires the results of work performance assessment. Additional income is a form of financial reward, as well as the provision of study assignments and study permits for midwives requiring the results of work performance appraisal in the last year to be at least of good value and pass the selection conducted by the education provider. The Midwife's Job Performance Assessment in the South Tangerang City community health center not only solely assesses the bad performance of a person, but also evaluates community health center organizations, related to the workload of the community health center and the workload of human resources at the community health center.

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