



POLICY IMPLEMENTATION ON THE SUPERVISION OF EMPLOYEES DUTY AT CIVIL SERVICE OFFICE IN CIPOCOK JAYA, SERANG CITY, BANTEN PROVINCE

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Received: 26 August 2017; Accepted: 20 September 2017; Published online: 28 November 2017

DOI: [10.21787/jbp.09.2017.195-204](https://doi.org/10.21787/jbp.09.2017.195-204)

Abstract

One of the important management functions in government is supervision. However, supervisory issues are complex and complicated, not as easy as what is being theorized when applied, including its application to government agencies. Related to this, this study aims to find out the implementation of supervisory policy implementation of employee duties as well as to identify the supporting factors and obstacles at the District Office in Cipocok Jaya, Serang City. The method used in this research is a qualitative descriptive method, with the employees in the district office environment as the informants. The data collection technique used is the interview technique, and the instrument is in the form of interview guidelines. The data analysis technique is an inductive data analysis. The results of the field findings indicate that at the early stages of the preparation, the progress report is lacking with the search for new data, most of the contents of the progress report have not really met the criteria or have the proper value, the supervision of the work phenomenon is not really followed by the leadership, the daily, weekly, and the quarterly reports of the execution of employees duty are rarely implemented, evaluations conducted by the leadership so far prioritize the achievement of the number or target set (quantity standards), and the measurement of the quality of employment results is only based on estimation only. Thus, the implementation of supervisory policy on the implementation of employee's duty at the Cipocok Jaya District Office is still not satisfactory.

Keywords: Supervision, Duty Report, Duty Assessment

I. INTRODUCTION

One of the important management functions in government is supervision. The urgency of this supervisory factor is because the management process in the new government is said to be complete if the supervision has been implemented. In this context, Kaho (2015) asserted that although a precise plan already exists, and also has been regulated and mobilized, it will not guarantee the goal itself is achieved or achievable, if not supervised.

According to Soekarno (2014), with early surveillance, the weaknesses, shortcomings, wastes, leaks, and early frauds can be found, including a

searchable solution to overcome them. The task of pointing the road to this remedy is tough, so most of the supervision done does not yield anything.

Monitoring issues are quite complex and complicated, not as easy as what is being applied when applied, including its application in government agencies. Stone (2015) indicated that one of the problems in the implementation of state administration is the implementation supervision of the employees' duty is not running well. In addition, some people interpret supervision to find faults in others, resulting in unpleasant feelings for the parties concerned (involved in it) (Soekarno, 2014).

Another issue with respect to the execution of

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control lies with the supervisor himself. Technical errors that occur in supervisory activities is due to the lack of knowledge, argumentative, critical of changes, lack of discipline, insufficient initiative, unable to meet the target time, not giving much practice, not patient, and, in a state of tension, he becomes confused and lost at direction (Winardi, 2014).

Still in relation to the issue of supervision, according to Kaho (2015), one of the important things in the relationship between superiors and subordinates in an organization or cooperation is the supervision of the leader towards his subordinates. But the problem, among other things, is whether the leader is clean, so he does not face the moral obstacles in doing his job to control his subordinates.

The problems mentioned above are common or universal for government organizations, namely the implementation of the supervisory policy of the leadership on the implementation of the employees' duty in government agencies that have not fully run and in accordance with what is expected. However, of course, the problem level is not the same between one organization and another organization. This is very dependent on the level of ability of an organization's leader in supervising his subordinates on the implementation of the task.

This study focuses on assessing the implementation of internal control types (the supervision of supervisors towards subordinates), which is more focused on the target of supervision on the implementation of subordinates' duty. The supervision of the duty implementation must be implemented, such as through reporting and assessment or evaluation (Soekarno, 2014). Both of the Implementations of this supervisory policy should be implemented as well as possible by every leader of an organization so that the results of work carried out by subordinates are high quality or as expected.

In connection with the matters and issues of the above supervisory policy implementation, the initial information or facts from some officials at the Cipocok Jaya Sub-district Office revealed that the implementation of supervisory policy on the implementation of the employees' duty in the sub-district office through the means of report control and evaluation control from the supervisors has not been fully run and in accordance with what is expected. During this time, the quality of employee report and leadership assessment at the sub-district office are still considered low (Preliminary Survey Results Writer, April 2016). In relation to this, previous studies presented earlier include expressing the need to streamline monitoring policy through internal organizational oversight with a focus on reporting and assessment of subordinates'

duty.

This then becomes the background of rationality and the need for research on the implementation of supervisory policy implementation of employee duties at the District Office in Cipocok Jaya. In addition, the argument on the importance of conducting such research, because up until now there has been no research on the implementation of supervisory policy implementation of the employees' duty at the sub district office.

Furthermore, there are previous studies related to the supervision of the implementation of the employees' duty. The results of Herawati, Suputra, & Budiasih (2016) study concludes that leadership supervision has a positive influence on employee performance. The supervision of the leadership is helpful to achieve a better employee performance so as to improve government performance. Therefore, the leadership is expected to provide guidance related to the implementation of subordinates' duty better, so that the performance of employees can be improved. Prasetiawati's study result (2015) showed that the supervision of the leadership significantly affects the performance of employees at Dishubkominfo of Tanah Bumbu District. Therefore, to the superiors of Dishubkominfo of Tanah Bumbu District, in order to provide maximum supervision in terms of achievement of organizational goals which is one indicator of measurement, is the realization of the plan well and correctly.

The supervision is closely related to the achievement of objectives effectively and efficiently. Effective oversight should involve all levels of leadership from top to bottom levels and working groups. The methods and monitoring techniques used should be assessed. The existence of an assessment in the supervisory process aims to compare the results achieved with the planned results. That way, the monitoring process can be deemed effective or ineffective. The review of supervision emphasizes the function of supervision in the implementation of the organization's work to achieve a goal. The research with superiors supervisory review is conducted and published, among others, as conducted by Fuadi (2013).

The assessment in the process of supervision of the superiors towards subordinates aims to compare the results achieved with the planned results. In the study of the effectiveness of leadership supervision, the factors that influence the effectiveness of supervision of the leader are the focus of research. The research was conducted by Winarni, Djumlani, & Amin (2015) and Maulina (2014).

The results of Dewi (2015) and Agustina & Bismala (2014) concluded that there is a positive and significant relationship between supervision and employee discipline. Similarly, the results of Agustina & Bismala's (2014) research concluded

that supervision affects the high and low level of employee discipline. Inayati (2014) stated that the discipline or absence of employees at work is determined by the superiors' supervision. Chirasha (2013) mentioned that in the perspective of theory, good performance in the management of employee discipline is also largely determined from the supervision of the superiors. The results of Sami'an & Aprilian (2013) concluded that leadership and supervision have a significant effect on employee duties and performance.

The above studies (including this study) attempt to develop a theory of superior's supervision towards subordinates, namely the development of internal control theory of the organization (superior's supervision towards subordinates). However, compared to the above studies on superior's supervision, this study does not focus on the effectiveness of superior's supervision and its relation to work discipline and employee performance, but rather focuses on the implementation of supervisory policies on the administration of employees' duty, including the supporting and inhibiting factors. The relevance of the implementation of supervisory policy on the implementation of employee's duty, including the supporting and inhibiting factors, has not been found in the results of the study. Thus, the originality of this study can be substantiated from the above literature review.

Furthermore, the framework developed in this research is that supervision is actually always preventive, i.e. controlling before something happens or implemented (Ndraha, 2014), but in Indonesia, it is also known as corrective repressive supervision. According to Koontz & O'Donnell (2015), superiors' supervision towards subordinates is a correction to the activity achievement or the duty implementation of the subordinates.

The implementation of a supervisory policy of superiors or superiors on the implementation of the subordinates' duty should be conducted well. There are 2 (two) implementations of the supervisory policy in question, namely: (1) the implementation of monitoring policy through a report, and (2) the implementation of monitoring policy through evaluation Koontz & O'Donnell (2015) as quoted by Soekarno (2014). Such supervision is also called supervision of superiors to subordinate, internal control, and operative control, where the actors are superiors to subordinates.

According to Winardi (2014), the reporting of the Gulick concept is actually a monitoring tool and not a separate (management) function, since reports are arranged in such a way that a superior or his subordinates can be aware of what is happening and can take some measures to correct deviations that occur from existing plans or duty implementation.

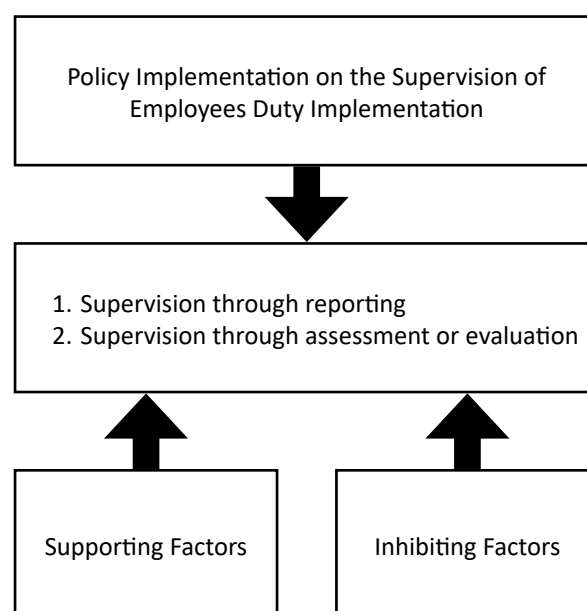


Figure 1. Thinking Flow of Policy Implementation of Employees' Duty Implementation Supervision

There are 2 (two) types of reports used in the implementation of the policy of supervising the implementation of the employees' duty through the report, namely: (1) Progress reports, and (2) Material or physical reports. The report forms used in the implementation of supervisory policy implementation of employees' duty through the report are (1) Written Report, and (2) Oral Report. The natures of the report in the implementation of the policy of supervising the implementation of the duties of employees through the report are: (a) Incidental reports, and (b) periodic reports.

The implementation of monitoring policy through assessment (evaluation), is a measurement of the results achieved with the results to be achieved. Assessment is an act of correction rather than management or government administration. In the assessment, there must be a standard (measure), both in quantity and in quality.

This research departs from the above thinking, where the implementation of the supervisory policy of the implementation of the employees' duty performed by the superiors to the subordinates is through 2 (two) ways, namely supervision through (1) reporting, and (2) assessment or evaluation, as described in Figure 1.

With reference to the above descriptions, the problem to be solved in this research is related to: (1) Policy implementation of supervising the employees Duty Implementation at the District Office in Cipocok, Jaya Serang City, and (2) Factors that support and inhibit the implementation policy of supervising the implementation of employees' Duty at the District Office in Cipocok Jaya, Serang City. The objectives of this research are: (1) To know the implementation of supervisory policy

on the implementation of employees' duty at the District Office in Cipocok Jaya, Serang City, and (2) To identify the supporting and inhibiting factors of the implementation of supervisory policy at District Cipocok Jaya, Serang City.

II. METHOD

This research was conducted in Cipocok Jaya Sub-district, Serang City, Banten Province for 3 (three) months, from March to June 2016, focusing on the implementation of supervisory policy on the implementation of employee's duty at the Cipocok Jaya District Office. The method used in this study is "qualitative descriptive method." According to Kirk & Miller (2016), in a research using a qualitative descriptive method, the data is collected in the form of words, images, and not numbers. This understanding is in line with the intention of this research, that this research will produce descriptive data in the form of written or oral words from employees of Cipocok Jaya District Office concerning the implementation of supervisory policy on the implementation of employee's duty in the subdistrict office observed.

The informants in this study are employees in the District Office of Cipocok Jaya and 10 people are selected. The research informants were chosen by using purposive techniques, namely: Head of Sub-district, Sub-district Secretary, Head of Sub Division, and Division Heads at Cipocok Jaya District Office. The structural officials are deliberately chosen because they supervise each of their subordinates.

The data collection technique used in this study is the interview technique or oral questionnaire, i.e. the dialogue done by the interviewer (or by the researcher) to obtain information from the interviewee (Arikunto, 2006). The tool or instrument is in the form of an interview guide, or the author uses the instrument (tool) of interview guide in conducting interviews with informants. The data analysis technique used refers to Miles & Huberman (2015), which is inductive data analysis through 4 (four) stages of analysis, namely: data reduction (record, summarize, and analyze data), data display (presenting data collected and analyzed beforehand), and conclusion/verification (drawing conclusions based on findings and verifying data).

III. RESULTS AND DISCUSSION

Cipocok Jaya Sub-district is one of the sub-districts in Serang City, Banten Province, with a total area of 31.54 km² and the sub-district boundaries are as follows: North border is Serang District; Regency of Curug and Pabuaran in the south; the west border is Taktakan sub-district, and the east border is adjacent to Walantaka subdistrict.

The capital of Cipocok Jaya Subdistrict is

located at a distance of 4 km from the capital city of Serang. The topographic shape of the Cipocok Jaya sub-district is largely plain, with an average altitude of smaller than 500 meters above sea level, having a pink yellow sandy podzolic soil type with a crumb ground structure with an air temperature ranging from 25°C-32°C and an average rainfall of 657 mm/year.

Administratively, the sub-district of Cipocok Jaya is divided into 8 urban villages, 78 Communities (RW), and 309 Neighborhoods (RT), with a population of 93,081 people, consisting of 47,730 male and 45,351 female lives (Source: Cipocok Jaya Sub-District Office, 2016).

The organizational structure of the Cipocok Jaya Sub-District Office consists of (a) the sub-district head, (b) the secretary of the sub-district head, oversees the: General and Civil Service Sub-Section, Sub-Division of Finance, and Program Sub-Division, Evaluation and Reporting; (c) Section of Social Welfare, (e) Section of Village Community Empowerment, (f) Economic and Development Section, (g) Section of Tranquility and Order, (h) Functional Group, and (i) TKS/temporary. The number of employees in the sub-district is 23 people.

Furthermore, the findings in the field are presented. First is the implementation of Supervision Policy on Employees' Duty implementation through reporting of Subordinates to Superiors. According to the Cipocok Jaya Sub-District Secretary, in stages, the implementation of the supervisory policy on the performance of employees' duty through reporting from subordinates to superiors at the Cipocok Jaya Sub-District Office is from staffs to each Section Head, from the Section Heads to the Sub-District Secretary, and from the Sub-district Secretary to the Head of Sub-District (Camat).

Cipocok Jaya Sub-District Secretary added that the report on the implementation of the employees' duty, in which the subordinates report to his supervisor, is one of the supervisory tools of a superior to his subordinates. The report of the subordinates' duty is also one of the information materials that are very important for leaders in this sub-district office. Therefore, the reporting activities of subordinates to their superiors should be done as well as possible.

Related to the implementation of supervision policy through a written report, the supervision of the implementation of subordinate tasks to superiors requires a way or reporting mechanism in the form of written reports. According to Governmental Division Head, it is intended so that the report on the performance of subordinate tasks can be further studied by the superiors in the Cipocok Jaya Sub-District Office, in addition to being studied and to obtain a clearer description on the results achieved

Table 1.

The Number of Written Reports on the Implementation of Employees' Duty as One of the Supervisory Tools for Leaders at Cipocok Jaya Sub-District Office from January to March 2016

No.	Report from	Number of Report	Incomplete
1	Governance Section	329	40
2	Social Welfare Section	302	29
3	Community & Village/Sub-village Development Section	297	17
4	Ekbang Section	271	14
5	Security Section	210	21
Total		1,409	121

Source: Cipocok Jaya Sub-District Office, June 2016 (Processed Data)

from the implementation of subordinate tasks.

Added by Kesos Division Head that, leaders in Cipocok Jaya Sub-District always insisted that the contents of written reports from subordinates should be as complete as possible and correct so that later can be used as evidence. However, in fact, there are still some incomplete reporting of subordinates or incomplete supporting data, and even false data (especially reports from staffs), so the superior is not satisfied with the performance of his subordinates. This happens primarily because sometimes the staffs make reports carelessly, are less serious, pay less attention to instructions or what their superior asks, and will not attempt to complete the necessary reporting materials.

The number of written reports of the implementation of the employees' duty as one of the monitoring tools for leaders in the Sub-District of Cipocok Jaya from January to March 2016 can be seen in the Table 1.

Table 1 shows quite a lot of written reports concerning the implementation of employees' duty in the Office of Cipocok Jaya Sub-District for a period of 3 months. However, in accordance with what was stated by the previous Government Section that not all of the above-written reports are complete (supporting data is incomplete) which is about 8.59%, so each section is reassigned by a leader to complete it immediately, including fixing the wrong data.

With report contents that are not complete in the supporting data or still incorrect data, it clearly reflects a weak implementation of supervision policy on the implementation of employees' duty through written reports from subordinates in the Office of Cipocok Jaya Sub-District.

In relation to the implementation of the supervision policy through oral reporting, the implementation of supervision policy through

oral reporting is sometimes required by leaders in the Cipocok Jaya Sub-District Office at certain and urgent times, where leaders want quick reports, which involve much of the secrecy that is not possible in a written report. For example, leaders want to know quickly the development of the implementation of the tasks of Public Service Section, because the leader is called by the Mayor of Serang to immediately have a meeting to discuss the implementation of the sub district employees' duty in the field of public services, such as ID card, Family card, and the introduction of letters of permission to the public.

Another example is that the leader wants to know the performance of the duties of all Section Chiefs without being noticed by the concerned person (secret supervision but for positive purposes), and thus the Head of Sub-District calls some staffs from the Section Heads to ask about the matter.

The purpose of supervision of the Head of Sub-district as above is very positive, that is to know the performance on the Head of Section, without having to convey directly to the concerned person for the reason of sensitivity. After the Head of Sub-district got information and it turns out some Section Heads are still low in performance, then the Sub-District Head formulates concrete steps that can improve its subordinate performance, through coaching and guidance that leads to an improved performance of Head of Section.

In relation to the above, according to Ekbang Section Head that the Head of Sub-district sometimes asks for oral reports from staffs, and usually the Head of Sub-District directly holds a staff meeting involving all employees in the sub district office to discuss the performance of his staffs' duty as a form of coaching and guidance of Sub-district heads to his subordinates, and even then the frequency is not implemented every month, but only at certain times when the Sub-district head feels that there is important information to be conveyed to his staffs.

The above statement is supported by the frequency data of the staff meeting conducted by the Head of Sub-District in the Cipocok Jaya Sub-District Office in the framework of coaching and guidance on the implementation of his subordinates' duties from 2015 to 2016, as described in Table 2.

The table above shows that Cipocok Jaya Sub-district does not conduct staff's monthly meetings to discuss the development and performance guidance of their subordinate duties. While in fact, the activities of staff meetings are very important and necessary and as one of the tools to control the duties performance of his subordinates. As a means of supervision of the Sub-District Head to his subordinates, the Head of Sub-district ideally must conduct development and guidance efforts

Table 2.

The Frequency of Staff Meeting Implementation Conducted by Head of Sub-District in Cipocok Jaya Sub-District Office in the Framework of Development and of Performance Guidance Efforts of Subordinate Duties From 2015 Until 2016

No.	Month, Year	The Frequency of Staff Meeting Implementation
1	July 2015	1 time
2	August 2015	-
3	September 2015	-
4	October 2015	1 time
5	November 2015	-
6	December 2015	2 times
7	January 2016	-
8	February 2016	-
9	March 2016	-
10	April 2016	1 time
Total		5 times

Source: Cipocok Jaya Sub-district Office, June 2016 (Processed Data)

through staff meetings at least 1-2 times a month and continuously.

Related to the implementation of supervisory policy through work progress reporting, the implementation of supervisory policy through progress reporting is a report that contains progress and overall progress on the performance of subordinate duties, which are usually made monthly and yearly. This report is indispensable for the leader to control the progress and overall progress of the results of the implementation of the duties of the underworld for 1 month and for 1 year.

According to Kasi Trantib, the reporting is always done by each Section on each month (called the Kecamatan Month Report) and also annually (called the Kecamatan Annual Report), which contains progress and overall development on the duties performance per Section per month in Cipocok Jaya Sub-district every year.

However, after the author checked some progress reports in Cipocok Jaya District Office, the reports still contain some weaknesses, namely: (1) In the early stages of making progress, reported less work accompanied by efforts to search up-to-date data (new data), therefore, the progress reports in the Cipocok Jaya Sub-District Office are seen to be created carelessly and of poor quality. Before preparing the progress report, the employee must first study the documents carefully so that what is presented in the report is of good quality and can be useful for decision making by the Head of Sub-district; and (2) Progress reports in Cipocok Jaya Sub-District Office have been systematized, i.e.

forewords, table of contents, introduction, report content, cover, and attachments. However, most of the contents of the progress report have not met the criteria or have the values as appropriate, for example, the report has not covered the overall results of the performance of the employees' duty, has not presented all the actual problems encountered, and the proposed suggestions do not elaborate the existing problems. From the author's examination of 16 monthly progress reports (from 2015 to 2016), only 2 (two) reports (12.50%) are good and meet the criteria as stated above, which is only the progress report in March 2015 and in February 2016. As for the 6 (six) annual progress reports (2010-2015), only 1 (one) report (16.67%) is good and meets the criteria as stated above.

After being confirmed by the Section Head of Community and Village/Sub-Village Empowerment, the author is informed that the above weaknesses occur primarily because the level of staff ability in making quality progress reports is limited. This argument is obviously unacceptable because the Section Heads should correct the progress reports made by his staffs until the content and presentation are really in line with what the leader expects. In this regard, the author actually sees the Head Section is limited in ability to guide, direct, and correct the progress report made by the staffs. The weaknesses of making progress report in Cipocok Jaya Sub-District Office, indicate that implementation of supervision policy through employees' working progress report in sub-district office is not going well so far.

Related to the implementation of supervisory policy through material/physical reporting, another implementation is monitoring policy, which is also very important to be done by Cipocok Jaya Sub-district, is the implementation of supervision policy through a material or physical report owned by Cipocok Jaya Sub-District Office, especially reports related to finance and equipment. Both of these are the duties of the sub-district office staffs, which is handled by the treasurer of the sub-district office and the employee who handles TU or the general section at the Cipocok Jaya Sub-District Office.

The description of the financial revenue of Cipocok Jaya Sub-district (the situation until December 2015) described in Table 3.

According to the treasurer of the Cipocok Jaya Sub-district Office, the above financial revenue usage is always routinely monitored by Cipocok Jaya Sub-District Head every month, and he instructs the treasurer to report transparently and routinely to the leaders every month. This is intended to determine the effectiveness and efficiency of the existing budgets use, and to prevent irregularities and leaks in the use of funds.

The budget factor is very important for

Table 3.

The Illustration of Financial Revenue Source of Cipocok Jaya Sub-district (The condition until December 2015)

No.	Revenue Source	Revenue Number
1	Operational Aid Funding	IDR830,021,300
2	Property Tax	IDR988,246,800
3	SPRT	IDR68,791,450
4	ZIS/Infag/ Shadaqah	IDR34,814,000
Total		IDR1,921,873,550

Source: Cipocok Jaya Sub-district Office, June 2016 (Processed Data)

the continuity of the organization, because the effectiveness of the implementation of the employees' duty, among others, is determined by adequate funding support. Therefore, Cipocok Jaya Sub-District Head's step to always control the routine use of sub-district finance and the existence of transparent financial reporting from the treasurer are very appropriate, and in fact, never been found any irregularities and leakage of the budget for the period of 2010-2015.

Furthermore, it is also necessary for the supervision of Sub-District Head to the employees performing the facility maintenance duty of the Cipocok Jaya Sub-District Office, in which the task is carried out by the General Affairs of the subdistrict office. It is intended so that the leader knows the condition and also the number of facilities required by employees in accordance with the burden of the employees' duty.

According to the Division Head, the Sub-District Head has instructed the employee in charge of the sub-district office facilities to always report regularly (at least 1 month) the condition of facilities owned by Cipocok Jaya Sub-district Office, and the instruction has been implemented by the employee.

However, such supervision is not really followed up by the leaders, because in fact there are still some important facilities that are not in good conditions, such as operation vehicles like cars and motorcycles. In addition, employees still feel the lack of existing facilities to support the implementation of the employees' duty, such as there are only 3 units of computers, one unit of HT, and 5 units of typewriters.

In relation to the implementation of the supervision policy through incidental and periodic reporting, incidental reporting is a report made by subordinates at any time according to the request of the leader, such as report on the results of the employees' duty in the security implementation, which at any time requested by the Sub-district head as the leader. Meanwhile, regular reporting is a report that is made based on a set time, such as daily,

Table 4.

The Number of Employees' Duty Implementation Incidental Report at the Cipocok Jaya Sub-district Office (2010 to 2015)

No.	from	Number of Incidental Report
1	Governance Section	91
2	Security Section	129
3	Social Welfare Section	112
4	Ekbang Section	69
5	Community & Village/ Sub-village Development Section	90
Total		491

Source: Cipocok Jaya Sub-district Office, June 2016 (Data processed)

weekly, monthly, quarterly and yearly reports, such as monthly progress reports on the performance of each Section Head at the sub-district office.

In relation to the above, according to the Sub-Head of Evaluation and Reporting Program, the Head of Sub-district often asks incidental reports to find out the results of the implementation of the employees' duty in practice. Regarding the number of incidental reports, it can be seen in the Table 4.

Table 4 shows that the Cipocok Jaya Sub-District Head always conducts supervision through the implementation of incidental reporting policy. The sections with most incidental reports requested by the Sub-District Head are the Security Section and Social Welfare Section. This is in line with the field of tasks of both Sections, which is directly related to the daily activities of the community.

According to the Head of Social Welfare Section, daily, weekly and quarterly reports are rarely implemented at the Sub-district office. What has been routinely done so far is just making monthly reports and annual reports. In fact, ideally daily, weekly, and quarterly reports (six-monthly reports) should also be done, as daily, weekly, and quarterly monitoring of the Sub-District Head is a routine monitoring of sustainable materials related to the annual reporting.

Furthermore, the most urgent implementation of supervision policy is the implementation of the supervision policy on the implementation of the employees' duty through the evaluation of the superiors to subordinates. Assessment is the measurement of the results of subordinate work that has been achieved within a certain time, such as evaluation in 1 month, 3 months, 6 months, and 1 year. The implementation of supervisory policy through this evaluation is a correcting action or improvement to employees' duty (Sub-district Head's subordinates) which have not succeeded in reaching targets that have been determined,

Table 5.
The Number of Employees' Duty Implementation Incidental Report at the Cipocok Jaya Sub-district Office (2010 to 2015)

No.	Year	Implementation Frequency of Evaluation activities (Minimum Frequency is 12 times/year)
1	2010	6 times
2	2011	5 times
3	2012	6 times
4	2013	7 times
5	2014	6 times
6	2015	8 times
Total		38 times

Source: Cipocok Jaya Sub-district Office, June 2016 (Data processed)

for example, the target for the implementation of subordinates' duty in property tax revenue is not reached yet, the order of hawkers is not yet maximal, the services for the provision of ID card and family card as well as license letter are still ineffective, and so on.

In relation to the above, according to the Section Head of Governance and Section Head of Community and Village/Sub-Village Development, the evaluation conducted by the Sub-District Head has prioritized the achievement of the number or target set (quantity standard), rather than the quality of work (quality standard). Concretely, the pursuit is the achievement of targets that must be served, where all the people who come to the district office are always served quickly, but some of the services provided are less in line with the expectations of the community, for example in terms of ID card services and licensing, it is often late in completion and still seems complicated. This kind of service clearly reflects the low quality of service.

The implementation frequency of evaluation activities at the Cipocok Jaya Sub-District Office can be seen in the Table 5.

If seen from the table above, the evaluation of subordinate's tasks by the Sub-District Head is often conducted every year. However, if observed, the quality of the employees' duty implementation at the Cipocok Jaya Sub-District Office is still low, which, among others, is shown by the quality of service duties implementation that is still slow and seems complicated. This means that the Sub-District Head does not really follow up the results of supervision by doing real action in the form of correcting and improving the quality of his subordinates' work.

Subsequently, as disclosed by the Section Head of Governance, has been established the standard or basis of supervision for the implementation of supervisory policy through an evaluation based on

the provisions on Performance Accountability of Government Institutions, but in its implementation, it is still difficult to practice. Therefore, the measurement of the quality of employment results in Cipocok Jaya District Office has been based only on estimation.

Then, in general, employees at the Sub-district Office of Cipocok Jaya state that there are a number of factors supporting the implementation of supervision of the implementation of employees' duty in the sub-district office, namely: (1) support the employees' interpretation of the supervisory function, in which the employees interpret well the supervisory functions from superiors to subordinates, in which supervision is deemed to know whether the performance of subordinates' tasks goes according to the plan outlined by the previous leader, although it is admitted that not all reports have been made completely; (2) Readiness support from subordinate supervisory officers, i.e. all supervisory officers at the Cipocok Jaya Sub-district Office that are always ready to supervise the implementation of each subordinates' duty, by firstly formulating a supervisory plan prior to supervision; and (3) Obedient support of supervised staffs, which means all staffs always follow the organizational patterns that have been established based on existing provisions and based on orders from superiors, including the pattern or design of the sub-district office organization which requires supervision of supervisors to subordinates regarding the implementation staffs' duty. Furthermore, in general, employees in the Sub-district Office of Cipocok Jaya state that there are a number of factors inhibiting the implementation of supervision of the implementation of employees' duty at the sub-district office, namely: (1) Cipocok Jaya sub-district Head does not really follow up the condition and the number of working facilities that are not good and minimal, but until now there has been no follow-up from the Sub-district Head to improve or increase the work facilities required by the subordinates; (2) Lack of creativity, initiative, and effort of staffs, which means generally the existing staffs within the Cipocok Jaya Sub-district Office always make written reports based only on existing reporting format, and no creations, initiatives, and efforts have been made by staffs to make better reports from the previous reports which contents have no high value and usefulness for the supervisory material of their superiors; (3) Limited supervisory capability of the direct supervisor of the staffs, in general the Section Heads in Cipocok Jaya District Office are still unable to guide and supervise their subordinates to make quality written report as one of the implementation of supervisory policy directly to their subordinates. This is indicated from the contents of oral reports in the sub-district office so far that do not really

have the proper value or benefit, because the presentation in the report does not reflect the actual results of the actual performance of the employees' duty, very little in containing the actual issues, and the proposed suggestions do not elaborate on the real issue; and (4) the standard (benchmark) of assessment or evaluation of the results of the employees' duty implementation, which is the provision of Performance Accountability by Government Agency as one of the guidelines in controlling the performance of employees' duty is still difficult to implement. One of the difficulties in implementing it is the measurement of the quality measurement of the output of duty to be measured in the instruction, to measure the actual quality of the employees' work. Due to this constraint, the measurement of the quality of employment results in Cipocok Jaya Sub-District Office has been based only on estimation.

IV. CONCLUSION

The core of the field findings of this study is that the implementation of supervision policy implementation of employees' duty at the Cipocok Jaya Sub-district Office is still not good. This is indicated by things as follows: there are still some incomplete reports from subordinates, the Sub-district head sometimes asks for a verbal report from the staffs, in the early stages of making the progress report, it is lacking with the effort to search up-to-date data (new data), most of the contents of the progress report have not really met the criteria or have the appropriate value, the supervision of work facilities is not followed up by the leaders, the implementation of daily, weekly, and quarterly reporting of the employees' duty is rarely implemented, during this time more priority on the achievement of the number or targets that have been set (quantity standards), rather than the quality of the employees' work (quality standards), and the quality measurement of employees' work is only based on estimation only and not with the right benchmark.

The above conditions are influenced by the existence of various obstacles, namely: the supervisory results that are not followed-up by the leaders in the form of concrete actions of correction or improvement, lack of creativity, initiative, and efforts of employees to make a report with better presentation or better quality, the incapability of superiors to directly guide and foster subordinates to create quality written reports, and the vague benchmark on the output of quality measurement of the measured tasks.

The alternative solution of the problems encountered in the field is to develop an implementation of internal supervision policy at Cipocok Jaya Sub-district Office (supervision

of superiors to subordinates) with the focus on reporting and assessment aspects on the implementation of subordinates' duty.

ACKNOWLEDGEMENT

The authors would like to thank the Regional Development Planning Board of Banten Province which has been instrumental in assisting the implementation of this research.

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