



THE ANALYSIS OF THE STRATEGY OF THE INDONESIAN NATIONAL POLICE NP IN FACING HOMECOMING IN INDONESIA DURING PANDEMIC (A CASE STUDY ON HOMECOMING 2021)

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Abstract

The aim of this paper is to define and compare provided sources in terms of defining the concept of Strategy and Performance in organisations and implementing a suitable framework in the collaboration case study. This outline will be in three parts. First, the collaboration case study is outlined in detail. Second, a definition of strategic management in organisations is provided. Third, the concept of performance management in organisations is explored. The case study that will be used in this paper covers the strategies employed by the Indonesian National Police (INP), the Covid-19 Response Acceleration Task Force (Satgas) and the Provincial & Regional government during the Islamic religious event “Pulang Kampung”, or homecoming, that is held annually by the majority of Indonesian’s Muslim population. The analysis is conducted by using a PESTEL and SWOT analysis, a Strategy Map, and a Performance Domain approach to examine the external and internal factors that emerged.

Keyword: *homecoming, PESTEL analysis, police strategy, strategic management, SWOT analysis*

Abstrak

Tujuan dari makalah ini adalah untuk mendefinisikan dan membandingkan sumber yang tersedia dalam hal mendefinisikan konsep Strategi dan Kinerja dalam organisasi dan menerapkan kerangka kerja yang sesuai dalam studi kasus kolaborasi. Garis besar ini akan menjadi tiga bagian. Pertama, studi kasus kolaborasi diuraikan secara rinci. Kedua, definisi manajemen strategis dalam organisasi disediakan. Ketiga, konsep manajemen kinerja dalam organisasi dieksplorasi. Studi kasus yang akan digunakan dalam makalah ini meliputi strategi yang dilakukan oleh Kepolisian Negara Republik Indonesia (Polri), Satgas Percepatan Penanganan (Satgas) Covid-19 dan Pemerintah Provinsi & Daerah pada saat acara keagamaan Islam “Pulang Kampung”, atau mudik yang dilaksanakan setiap tahun oleh mayoritas penduduk muslim Indonesia. Analisis dilakukan dengan menggunakan analisis PESTEL dan SWOT, Strategy Map, dan pendekatan Performance Domain untuk mengkaji faktor eksternal dan internal yang muncul

Kata kunci: *analisis PESTEL, analisis SWOT, manajemen strategis, mudik, strategi Polri*

Introduction

In this case study, the writer will conduct an examination within Indonesia. In Indonesia, the celebration discussed above frequently occurs, and begins on Independence Day, Heroes' Day, and the common national holiday. Before beginning to explain the case, it will be useful to demonstrate the diversity in religion in Indonesia. This nation adheres to the "*Bhinneka Tunggal Ika*" ideology, which means in Old Javanese "Unity in Diversity" (Lestari, 2015: 34). The Indonesia Bureau of Statistics (2010) (Indonesia-Investments, 2010: 3; Portal Informasi Indonesia, 2020: 2) reports 87.2% of Indonesians are Muslim or Islamic followers. This means that, during Islam religious day (which allows a day off from work), around 207 million people celebrate the event. Recently, all Muslims celebrated Ramadhan after fasting for one month from 13 April to 12 May. This has become a tradition for Indonesian Muslims to do "*Pulang Kampung*" or return to their place of origin. This term has occurred since the 1970s and continues to this day (Prasojo, Aini & Kusumaningrum, 2020: 25). "*Pulang Kampung*" is a term of public circumstance which occurs to those who already work in big cities like Jakarta or Bandung; when they get a day-off they try to get back to their place of origin to gather with their families, especially parents. Moreover, this migration phenomenon does not only appear in big cities, but also in smaller cities far from Java Island.

The annual social event is normal and allowed if done in previous year. A recent study conducted in 2020 by (Prasojo, Aini & Kusumaningrum, 2020: 24) reports that Java Island remains a significant area in which people's migration during Ied Mubarak occurs. Moreover, as reported in that study, 60.24% of participants tend to migrate around D-3 to D-day of the religious day. The area with the most migration comes from Jakarta, which is located on Java Island with 37.65%. It can be concluded that the Covid-19 pandemic did not stop people from returning to their home (Prasojo, Aini & Kusumaningrum, 2020: 23), which may be due to several factors, such as the deeply rooted culture.

As part of providing security for the people who do "*Pulang Kampung*" or "*Mudik*" or "Returning Home" in 2021, the collaboration between the Indonesian National Police, the *Satgas* (task force), and regional governments had a crucial role. Previously, before the pandemic, the police units only secured people from accidents, such as traffic accidents. The tasks of police officers have increased, such as trying to prevent people from entering another area and securing them from migration. The only people who can pass through the different administrative areas are those who can clearly show a travel permit. To address this issue, on behalf of the Indonesia government, the head of the disaster management

agency issued an official circular prohibiting travel by all modes of transportation, including air, sea, and land (Satuan Tugas Penanganan Covid-19, 2021b: 2, 2021a: 2). Throughout the restriction time, the police units and regional governments were directly involved at the forefront, encouraging the chief of the Indonesian National Police to issue the official circular commanding all his subordinates and people not to do migrate, and for the police officer to provide security instead. (Kepolisian Republik Indonesia, 2021: 2).

Literature Review

Strategic Management in Organisations Concepts

The concept of 'strategic' cannot be defined with a single explanation (Mintzberg, 1987: 14). There has been a long debate to examine the exact definition of Strategic Management by some researchers and many explanations and definitions have been put forward. The differences between strategic planning and strategic management lie in the considerations that are made after the plan is executive (Joyce, 2015: 17). Berry and Welscher (1995: 159) (cited in Joyce, 2015: 15) states strategic planning is a methodical series of plans to manage an organisation and is the imminent route due to changeable situations. Moreover, they report that strategic planning assists with achieving the essential results relating to policy and budget decisions. In other words, the strategic planning user tends to believe that the future will not change too much, and events in the future will be based on prior trends. In fact, the future fluctuates, meaning comprehending what will happen next becomes a crucial factor in creating a strategy. A well-planned strategy does not only create a plan to achieve a shared goal, but also identifies obstacles and the methods needed to conquer them (Rumelt, 2011: 23).

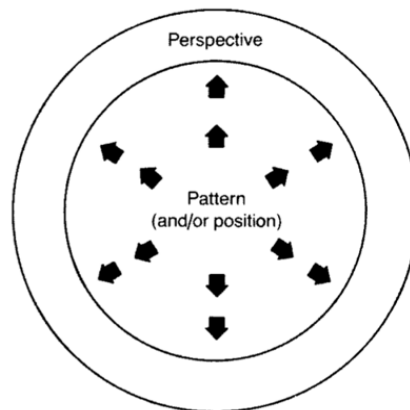
Nevertheless, creating a strategy is not as easy as it seems. Rumelt (2011: 24) argues that a well-planned strategy can be considered a good strategy if it uses resources effectively to obtain objectives. He also argues that creating a strategy is to make goals acceptable, not only to provide wishful thinking. For instance, some leaders may motivate their subordinates to achieve more, and to encourage and push people to do something that is otherwise beyond their control. However, a great leader must create a strategy that is acceptable, and all set goals should be able to be achieved effectively (Rumelt, 2011: 24). Strategic management, therefore, is a unification of strategy building and its application in the field (Joyce, 2015: 12). In their study, Ferlie and Ongaro (2015) indicate that strategy is a point of knowledge basis that can be used to overcome the challenges associated with

advancing performance. There is a slight difference in the definition put forward by Mintzberg (1987: 12), who states that strategy cannot only be defined as a method to overcome enemies, issues, or challenges, but it is widely used to understand the fundamental issues facing organisations and outlines the actions needed to address them.

Strategy cannot be said to be a good strategy if there is no proof that it may handle unexpected events. After strategy has been created, it needs superiors to take an action which are in accordance with the set strategy (Moore, 1995: 22). Due to a fluctuating environment, it becomes the manager's role to make it work even if the situation changes. Kaplan and Norton (2000: 12) report the importance of having a strategy by portraying a fictitious experience of a squad. A squad leader goes on an operation overseas, although it may be pointless to do an action without knowing the situation. The squad leader gathers the information by obtaining the map of the situation and conditions, including the number of buildings, rivers, and little details that comprehensively depict the area. This is called the strategy map. Moreover, it is the leader's role to explain clearly what the mission is, how to get to that area, and in what vehicle that they will be using, all things that should be created and explained in a comprehensive manner to subordinates, with the result that they understand clearly. The strategy conducts the flow of action from the current place to a proposed yet unpredictable destiny (Kaplan & Norton, 2000: 12).

According to Mintzberg (1987: 12), strategy can be designated with the five Ps: Plan, Ploy, Pattern, Position, and Perspective. First, plan is an idea to overcome an issue. The strategy is made prior to the action's being taken and with a specific purpose. Second, strategy should create guidance or a sequence of approaches to accomplish a mission. Indeed, in creating a ploy, the strategy maker should also create various type of methods. Third, when creating a strategy, the creator unconsciously makes similar designs. A pattern can also be called a scheme which unwittingly generates a nature. It may be said that the strategy is slightly affected by the extrapolation of prior challenges. Fourth, position indicates an adaptability between the strategy, the situation, and the condition in the field. In fact, a good strategy cannot always be implemented in different situations. As an example, a good strategy can successfully meet the objectives of one organisation through the analysis of the situation, challenges, and methods. In contrast, another organisation may not be able to executive the same strategy without taking into account external factors in advance, which might make it a bad strategy. As reported in Rumelt (2011: 11), two factors of bad strategy are incompetence when deciding on the objectives and incorrect

methods which are determined without consideration. A strategy might be useful in one organisation but might worsen another organisation due to contrasting situations. Finally, for perspective, the strategy is only an illusion that cannot be reached if it is only created but not provided to each element (Mintzberg, 1987: 12). As Mintzberg argues, when presenting a strategy, it needs to reach the subconscious to meet its goals and become a set perspective amongst all those working towards it.



c) Pattern (or position) producing perspective

Source: Mintzberg (1987)

Figure 1 The interconnection of patter and/or position towards perspective

There are similarities amongst the various definitions. Mintzberg defines four connections. This essay will try to analyse the interconnections as described at Figure 2c (see Mintzberg 1987: 14). The interrelations occur after the strategy is made regarding an organisation's challenges and needs, which then create a suitable approach. Moreover, to meet the objectives, the strategy is shared to each element of organisation to create a single thought within the organisation. Also, in the figure pattern and position are in the centre of the circle, which indicates a production of strategy. In addition, the direction of the arrows leads out towards the perspective area surrounding the large circle (Mintzberg, 1987: 15). The influence of performance-based budgeting, which allows strategic management usage, is more suitable as the performance will affect the budget (Hansen & Ferlie, 2016). Building upon the previous literature, strategic management is a unification of strategy building and its application in the field, which is built in advance through several considerations involving objective characterising and simplifying, condition determination, resource usage arrangements, substitute plan creation, prospect consideration and

continuing outcomes preparation (Mintzberg, 1987:15; Moore, 1995: 12; Kaplan & Norton, 2000: 20; Rumelt, 2011: 14; Ferlie & Ongaro, 2015: 143; Joyce, 2015: 19). The framework that will be used to implement this case study is the strategy map that covers resources, learning and growth, capacities, and beneficiaries (Ross, 2016: 2).

Performance Management in Organisations: Concepts

Similar to strategic management, the definition, concepts, and functions of performance management has long been debated. First, the performance definition itself. Dubnick (2005) (cited in Dooren, Bouckaert & Halligan, 2015: 34) characterised performance with four categories: performance as a product of action, performance as a quality of action, performance as a reliable outcome, and performance as a synthesis between good action and accomplishment (sustainability). This study will refer to performance as a quality of action, since the chosen case study will involve a large public organisation, the Indonesian National Police, the *Satgas*, and related public sectors as the public service provider. In the same vein, Lebas (1995: 30) defined performance as success in practice to achieve the determined goals. Performance can be achieved if the elements perform well as a plan, neither more nor less.

There is a question surrounding the differences between performance management and performance measurement. Performance measurement was created initially based on a plan to create measurement by the specific vehicle in which to determine whether the visualised goals had been achieved (de Bruijn, 2007: 25). For that reason, Lebas (1995: 34) argued that performance measurement is a cycle within the cycle of performance management. Both cannot be separated. They create an interrelated and interconnected loop (Lebas, 1995: 35). In addition, measurement and management are something that go together and are an inseparable joint. Nonetheless, performance management has immense scope, and is not limited in only measuring numerical and field results. It involves exercises, connections between each party, management styles, reward & punishment systems and more. In contrast, performance measurement tends to assess the numerical data provided by observations and reports. In fact, the purposes of measurement are to solve these questions: Where have we been? Where are we now? Where do we want to go? How are we going to get there? And how will we know if we are already there?

Performance management is a progressive mechanism involving objective determinations and scheduled inspections in terms of accomplishing them. Current data

can later be a consideration when working on performance improvement. Subsequently, performance data can be shown and compared to what an organisation initially expected. The purpose is to discover the accuracy of resource usage and to monitor the progress and obstacles encountered. Meanwhile, performance measurement is a mechanism to observe several crucial elements of goals and its progress (Health Resources and Services Administration, 2011: 11). Indeed, before beginning to measure something, it is not sufficient to know only what the goals of the measurement are, it encourages the assessment team to comprehend the aspects that we desire to measure. Also, the measures should be generated for each party of the organisation, from the top-level down, with each having their own different aims (Lebas, 1995: 24).

Next, the usage of the performance management. In the public sector it becomes proof of the accountability and transparency of an organisation (de Bruijn, 2007: 20). Generally, this does have some advantages. First, the innovation which benefits internal and external factors. For internal factors, it encourages positive change. For example, if this is applied in a police force, it can encourage each element to achieve what has been set in the beginning, since if they successfully achieve it, they may receive an incentive from their superiors. This may stimulate the other party to reach the set target. Moreover, in the external sector, de Bruijn (2007: 22) gave an example of a western country that demands that a quality of life sufficiently distributed to each party.

Within the police, people within the jurisdiction area are part of the external factor. The senior officials within the police can make a performance measurement by making a survey into one of measurement indicators, such as community satisfaction or security of the surrounding area. Second, this can boost good performance and reduce the need for red tape through performance measurement. It also allows the organisation to govern with less focus on the methods, especially if the way is acceptable and does not harm the organisation. Third, performance management provides beneficial information that can be interpreted as knowledge that the organisation must learn after measuring, which is advantageous for imminent agendas. Fourth, it strengthens acumen. From the given information, it can also strengthen the knowledge to decide what plans will be carried out later, what methods will be used, and lead to the creation of further plans to improve the quality of the organisation (de Bruijn, 2007: 26).

Moreover, de Bruijn (2007: 27) explained the purposes of performance management: (1) generating clarity through measurement; it shows information on the

outputs, outcomes and expenditures; (2) education; it can be a learning experience which indicates the achievement or failure obtained; (3) measurement; it can be a vehicle to discover performance; and (4) reward and punishment system; it depends on how well and poorly the performance occurs during the assessment, if high levels of performance are measured, the superior can reward, otherwise penalties can be given (de Bruijn, 2007: 30). Furthermore, Bourckaert and Peters (2002) (cited in Dooren, Bouckaert & Halligan, 2015: 27) asserted the importance of performance measurement as a foundation in the improvement of the public sector. McDavid and Hawthorn (2006) (cited in Dooren, Bouckaert & Halligan, 2015: 28) considered performance measurement as an initial way to conduct an evaluation. However, in this case study, the framework that will be used is the theory driven approach by Skelcher and Sullivan (2008: 756) since it is a collaborative case that fits in their framework.

Method

In this research, the qualitative method is used to achieve a comprehensive outcome regarding the competition within the INP (Bell and Waters, 2014: 97). In the same vein Denzin and Lincoln (cited in Biggam, 2015: 130), qualitative studies can result thorough findings. This case study encourages the researcher to find results for a narrow geographic location. Likewise, Cohen and Manion (1995) (cited in Biggam, 2015: 106) suggest using a case study approach to achieve an in-depth understanding within a specific area. There was only one technique used for collecting the data and obtaining reliable results, which was literature review.

Results and Discussions

Strategic and Performance Management implemented in the case study

This section will outline the main objectives of the policy implementation. The purpose of preventing migration was to prevent an increase of Covid-19, but some people refused to obey government policy. Underlining that situation, this study will utilise a PESTEL and SWOT analysis to examine the influence of the situation towards the policy and implement it using the strategy map.

Through the PESTEL analysis, the writer discovered the external factors which become a threat of applying the regulations. There are several obstacles. Politically, it can be argued that the central government cannot be consistent in making policy during the

pandemic; for example, the mall and tourist attractions remained open (Hamdani, 2020: 4; Hikam, 2020: 3; Inigopatria, 2020: 3). Moreover, the economy in Indonesia experienced a decline, which led to an increase in the poverty rate by 14.28%. In addition, some people who believed the pandemic was continuing for too long became bored. Also, even the migration restrictions implemented, people tended migrated after, proven by the DKI Jakarta & Government who discovered a drastic increase in travellers to 2.592% (Bramasta and Hardiyanto, 2020: 2; Inigopatria, 2020: 3; Azzahra, 2021: 1; Dirgantara, 2021b: 2, 2021a: 2; Pradana, 2021: 4; Putra, 2021: 4; Soesatyo, 2021: 2; Tim, 2021: 2). In terms of the technological factor, the integrated system between the regional government and the police technology was not conducted well. This is evidenced by a lack of usage E-TLE, which can be used to track people who try to go out of their area (JPNN, 2019: 3; Kompas, 2020: 4).

PESTEL Analysis

Political <ul style="list-style-type: none"> Inconsistent government policy during the pandemic. For example, there is a restriction in migration, but the mall and tourist attraction were opened. 	Economic <ul style="list-style-type: none"> Some people could not travel to the job on Java Island. The economy tended towards decline
Social <ul style="list-style-type: none"> People were bored in the restricted zones it was a religious day, so they wanted to return home The influence of other's opinion who disapproved of the government due to Covid-19 issue People tend to migrate after the first restriction The government's inconsistency leads to public distrust. 	Technological <ul style="list-style-type: none"> The usage of E-TLE, or Electronic <i>Tilang</i> or Electronic ticket is not well-used, which can identify the vehicle's plate number if they go out of their area
Environmental <ul style="list-style-type: none"> Some people were stressed about the pandemic and compared Indonesia to other countries which successfully overcome the pandemic 	Legal <ul style="list-style-type: none"> The prior regulations were largely ignored by society The prior regulations do not affect the decline of Covid-19

In terms of the environment, some people were stressed, which may have been caused by the death of their families or through losing their job (Tim, 2020: 2, 2021: 2). Finally, in terms of the legal factor, the prior regulations tended to be ignored by the public who believed the regulations did not affect the Covid-19 spread. In fact, based on the daily report by *Satgas* the previous Islamic religious day and large-scale social restrictions increase the spread of the virus by 400 people in June 2020.

SWOT Analysis

To get an in-depth understanding to observe the internal factors, this study utilises a SWOT Analysis. Beginning with the strengths, this collaboration involved the Indonesian National Police, the Covid-19 task force, and provincial, regional, and central government. The central government itself has the authority to generate addition policies if the prior agenda is considered to be failing. For budgeting, this refers to state, provincial, and regional budgets, and police operational budgets, which differs from previous years budgets, whose budgets are from contingent funds. (Fauzi & Sujatmiko, 2020: 2; Kepolisian Republik Indonesia, 2021a: 4; *Satuan Tugas Penanganan Covid-19*, 2021a: 1, 2021b: 2; Team One Polisi News, 2021: 2).

<p>Strength:</p> <ul style="list-style-type: none"> • The collaboration between related sectors • Adequate budgets and numbers of members • Able to extend the duration of migration restrictions 	<p>Weakness:</p> <ul style="list-style-type: none"> • The lack of usage of technological equipment to ease this policy
<p>Opportunity:</p> <ul style="list-style-type: none"> • Using the collaboration among public sectors 	<p>Threat:</p> <ul style="list-style-type: none"> • Public trust which declined due to disbelief of government work during the pandemic • The unwillingness of the public to obey the government's prior regulations • The religious day which had previously been unrestricted. • The boredom • Some people are desperate and try to disobey the regulations

The weakness in this agenda is the usage of integrated system such as IT, which were not optimal (JPNN, 2019: 2; Kompas, 2020: 2). For opportunities, there are strong synergies amongst the public sectors to conduct this agenda (Fauzi & Sujatmiko, 2020: 2; Kepolisian Republik Indonesia, 2021: 2; Satuan Tugas Penanganan Covid-19, 2021a: 1, 2021b: 1; Team One Polisi News, 2021: 2). However, the threat remains available, ultimately from the public distrust to obey the agenda. In addition, on the previous year, the government is not very watchful of public activities. Finally, the public can become bored and stressful and tend to use this public holiday to refresh their mind

Conclusions and Recommendations

The Strategy Map

Outcomes	There is no migration during the religious day so there is no increase in the number affected by Covid-19
Beneficiaries	Prevent the migration of people during the religious day celebration to avoid an increase in the spread of the pandemic
Capacities	The central government should hold a live and scheduled monitoring and analysis. The central government should extend the duration of the restriction.
Learning and growth	The improvement of good interdependence between the INP, the <i>Satgas</i> , and the regional government and internal organisational strengthening.
Resources	Use the budget and numbers of members effectively and understand the gap that occurred in the securing agenda in 2020.

After observing the internal and external factors, the strategy was then fulfilled in the strategy map. As mentioned above, the main purpose of this agenda is that no people should migrate during the religious day, so that there is no increase of the numbers of people affected by Covid-19. The cycle started from the provided budget and the numbers of members, and the information gained from the previous securing agenda in 2020. The division of territory was based on 2020 information of traveller flow.

It is reported that the are of Jakarta, Bogor, Depok, Tangerang and Bekasi (Jabodetabek) had 35.77% people who tried to migrate (Prasojo, Aini & Kusumaningrum, 2020: 25). After that, throughout this agenda, it involved a collaboration among the elected public sectors, for instance, the task force, the INP, the regional government, and people with self-management post in sub-districts. Once it had occurred, it took the central government's role to provide a live and scheduled monitoring and analysis. If there was a potential of people's postponement of the homecoming schedule until after the restriction,

then the central government should extend the agenda. In fact, the government has extended the program (Kepolisian Republik Indonesia, 2021: 3; *Satuan Tugas Penanganan Covid-19*, 2021: 2). Finally, the expected result is that the government has successfully prevented migration and the spread of the pandemic after the Islamic religious day.

Sketcher and Sullivan's Performance Domains Model (2008)

Performance domains	Focus	Case Study Facts
Democratic domain	Does the collaboration among the public sector during the agenda meet the democratic basis and involve the public?	The collaboration has met the democratic basis; however, it only involves a small part of society.
Coordination domain	Does the collaboration enable a coordinative performance?	The collaboration has good coordination since the elected public sectors are interdependent
Transformation domain	Does the collaboration create synergies among the public sectors?	The synergy among the public sector is well-created
Policy domain	Has the collaboration accomplished the mission to prevent an increase of pandemic spread?	After the agenda, there is a significant increase in pandemic spread.
Sustainability	Does the collaboration enable sustained activities?	This collaboration has ended since it was only a limited time policy.

Finally, after the strategy map has been created and implemented, it is time to look at the evaluation of the program. Starting within the democratic domain, the collaboration has met the democratic basis, however, the involvement of the public was arguably small. Not only did this not effectively prevent the spread, but some people have not been vaccinated yet. Second, the coordination aspect, the collaboration, was conducted across the related public sectors creating forms of interdependency. Third, on the transformation side, there were good levels of synergies experienced because each sector needed another sector's involvement: the police officer needs the health department, for example. However, the agenda has not achieved the main goal, in which there was a significant increase of the pandemic, with prior rate on 15 May 2021 being 2,385 people and 5,060 people on 25 May 2021. Also, some people deceived the officers and successfully

managed to migrate or go home during this period (Azzahra, 2021: 3; Dirgantara, 2021: 3; Pradana, 2021:2; Soesatyo, 2021: 2).

As a recommendation for a suitable strategy in facing homecoming in the following years, the INP can coordinate and collaborate optimally with other stakeholders in their efforts to keep travellers safe and healthy during going home in the pandemic era, specifically in the coordination and policy domains. Regarding policy domains, the government requires to consider the sociological development before designing a program or a policy. This shall be done to create a constructive design, not a poor one. Then, the coordination shall be communicated several months before through a letter of notification so that it does not seem sudden and unprepared.

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