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Civil Servant Performance Appraisal System in Girian District, Bitung City

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Abstract. Timely Feedback and Coaching and effective coaching are essential to help employees improve their performance. This study aims to find out what obstacles are faced in preparing or making employee performance targets. Growing awareness and better understanding of the importance of evaluating the performance of Civil Servants (PNS) in an effective and sustainable manner in the District of Girian and how the performance of PNS is seen from work productivity which has basic dimensions, namely Attitude, Ability and Work Spirit. The method used is a qualitative research method. The research location is the Girian District Office, Bitung City, with the focus of the research, namely the Performance Assessment System for Civil Servants (PNS) of Girian District, Bitung City. The results of this study indicate that 1) From the attitude aspect, the performance of the District Civil Servants is good, they are able to communicate well with the community; 2) From the aspect of Capability, the performance of District Civil Servants is still lacking; 3) From the aspect of work enthusiasm, the performance of district civil servants is still minimal. The factors that hinder the performance of civil servants in the District of Girian are 1) work motivation is still lacking, so that it can affect the community in community involvement in community activities; 2) Did not receive training and development so that the District Civil Servants did not know what to do when they were appointed as District Civil Servants; 3) The average age of the District Civil Servants is 50 years; 4) Existing regulations change rapidly; 5) Technical agencies are still minimal in providing socialization regarding the latest regulations.

Keywords. System, Performance Appraisal, Civil Servants (PNS)

A. Introduction

The performance appraisal system for Civil Servants (PNS) has a long history and has undergone various changes in line with the development of the government and management system in Indonesia. At the beginning of the formation of the Unitary State of the Republic of Indonesia (NKRI), the PNS performance appraisal system was not well structured. Performance evaluation is based more on the subjective assessment of the direct supervisor and there are no clear criteria or indicators (Pratiwi & Seran, 2018) [1]. In 1961, the Government of Indonesia implemented the Indonesian Civil Servant System (PNSI). This system includes civil servant performance appraisal, where the assessment is carried out every 5 years (Kusuma, 2013) [2]. However, this system also tends to be subjective and less transparent.
After the Reformation in 1998, the Government of Indonesia began reforming the bureaucracy, including in terms of evaluating the performance of civil servants. The government is working to implement more objective, transparent and merit-based assessments (Masengi et al., 2023) [3]. In 2001, the Government of Indonesia introduced the Performance Based Assessment System (SPBK). SPBK replaces the PNSI system and places an emphasis on measuring performance based on clear targets and indicators. This system uses a structured and more objective assessment instrument (Rezariski, 2020) [4]. Since the introduction of the SPBK, the Government has continued to develop a PNS performance appraisal system. There are efforts to improve performance measurement, adopt information technology in the appraisal process, and increase transparency and accountability in performance appraisal. These changes aim to ensure that the performance appraisal of civil servants is clear, fair, and able to encourage an increase in the quality of public services. However, it should be noted that the implementation and effectiveness of the PNS performance appraisal system can vary across various Government agencies and regions in Indonesia, and continue to be the focus of improvement in efforts to improve public sector performance (Masengi et al., 2023) [5].

The PNS performance appraisal system is designed to ensure the effectiveness and efficiency of public services (Dewi & Suparno, 2022) [6]. Performance appraisal helps measure the extent to which a civil servant can achieve organizational goals, provide quality services, and optimize the use of available resources (Abdussamad & Amala, 2016) [7]. Civil servant performance appraisal aims to increase accountability in carrying out their duties and responsibilities. By having an objective and measurable assessment system, civil servants are expected to be responsible for the tasks carried out and the results achieved (Supit & Lumingkewas, 2023) [8]. The performance appraisal system also functions as a tool to identify the strengths and weaknesses of a civil servant. By evaluating performance on a regular basis, management can design appropriate development and coaching programs to improve the competence and professionalism of civil servants. Performance appraisal is the basis for making decisions regarding promotions and awards for civil servants. Through a fair and transparent system, civil servants who have achieved good performance can be given the opportunity to get promoted to a higher position or get a proper award (Keban, 2004) [9]. By having a good performance appraisal system, civil servants will feel valued for their contributions and feel motivated to give their best. An objective and transparent assessment can also increase a sense of fairness and trust in the work environment, thus encouraging high dedication from civil servants.

An effective performance appraisal system helps improve the quality of public services provided by civil servants. By evaluating performance periodically, weaknesses in services can be identified and corrective steps can be taken to ensure better service to the community (Karundeng et al., 2023) [10]. Performance appraisal also helps strengthen professionalism standards in public service. Civil servants are expected to carry out their duties and responsibilities in accordance with the applicable code of ethics and standards, and performance appraisal is a tool to monitor and ensure compliance with these standards. By having a strong background in civil servant performance appraisal systems, the government can improve overall civil servant performance management, motivate civil servants to give their best, and improve the quality of public services provided (Dilapanga et al., 2023) [11].

The performance appraisal of Civil Servants in Indonesia itself has undergone various changes. Before the era of performance appraisal using the Employee Performance Targets (SKP) as it is today, it was previously known that work performance evaluation used the Civil Servant Work Implementation Assessment List (DP3). Previously, the DP3 was prepared based
on the mandate of Government Regulation Number 10 of 1979 concerning Assessment of the Implementation of Civil Servant Work, a list containing the results of the Assessment of the Implementation of the Work of a Civil Servant within a period of 1 (one) year made by the Appraiser. Provisions for the assessment using DP3 are carried out until the employee's work appraisal period as of December 31, 2013 (Kadarsih et al., 2013) [12]. DP3 is then no longer used, and employee work assessments are carried out using Employee Work Targets (SKP).

SKP, which means a work plan and targets to be achieved by a civil servant, at that time was prepared based on the mandate of Government Regulation Number 46 of 2011 concerning the Assessment of Work Performance for Civil Servants. The provisions of Government Regulation Number 46 of 2011 were declared effective on January 1, 2014. Over time, the SKP basis, which originally meant Employee Work Targets (SKP), based on Government Regulation Number 30 of 2019 concerning Civil Servants Performance Evaluation, has changed to Employee Performance Targets. Employee Performance Targets are performance plans and targets to be achieved by a civil servant which must be achieved every year (Yuningsih, 2018) [13].

Guidelines for the preparation and assessment of SKP based on PP Number 30 of 2019 are carried out based on the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 8 of 2021 Concerning the Performance Management System for Civil Servants which has been amended again into the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 6 of 2022 Concerning the Performance Management of State Civil Apparatus Employees, from these changes with a fairly close gap in the timeframe for changing the rules, currently there are so many civil servants who do not understand the making or preparation of the intended Performance Targets, also due to the lack of socialization from the State Civil Service Agency (BKN) as well as technical agencies that understand this.

Law Number 5 of 2014 concerning State Civil Apparatus aims to create a professional, competent and competitive State Civil Apparatus. The State Civil Apparatus as a profession that has the obligation to manage and develop itself, must be accountable for its performance and apply the principle of merit in the management of the State Civil Apparatus. The State Civil Apparatus Law also mandates that performance appraisal be carried out in an objective, measurable manner. Accountable, participatory and transparent. Arrangements regarding performance appraisal in the State Civil Apparatus Law are further regulated in this Government Regulation governing, among other things, planning, implementing, monitoring, coaching, and evaluating employee performance (Indonesia, 2014) [14].

The mandate of Article 61 paragraph (1) and paragraph (2) of Government Regulation Number 30 of 2019 concerning PNS Performance Evaluation, the technical provisions regarding PNS performance evaluation, the latest derivative regulations are regulated in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 6 of 2019 2022 Concerning the Performance Management of State Civil Apparatus Employees. Based on the above considerations, it is deemed necessary to stipulate a Regulation of the Minister of Administrative Reform and Bureaucratic Reform concerning Guidelines for Civil Servant Performance Management Systems which can clarify the roles, duties and responsibilities of employees in achieving organizational goals and objectives. In this way performance appraisal can be carried out fairly and objectively so that it can motivate employees to work better, improve the quality and competence of employees, build employee unity and cohesiveness in achieving the goals and objectives of the Government and the results.
can be used as a basis for determining appropriate follow-up performance evaluations (Rajab et al., 2022) [15].

Human resources contribute to the success of an organization or are the main supporter of management effectiveness, so as to achieve high performance, but not a few organizations or management face serious problems with their human resources, such as negative conflicts between employees, demands from labor unions, towards the organization, a sense of unfairness for employees, no career path, monotonous work life, a sense of insecurity in the organization, lack of management attention to employees, the inability of employees to deal with technological change triggers problems related to human resources faced by the organization. This is because the environment is not static and there are always many dynamic changes (Siagian, 2004) [16].

Apparatus performance in general can be understood as the amount of contribution made by civil servants to the progress and development of the institution where they work. Thus, more intensive and optimal performance is needed from the District Civil Servants in order to optimize the tasks they carry out. Because with performance, the level of achievement of results will be seen so that it will be known how far the tasks that have been borne through the tasks and authority given can be carried out in a real and maximum way. The performance that has been carried out with a certain level of achievement should be in accordance with the mission that has been set as the basis for carrying out the assigned tasks. Thus performance is the level of achievement of results.

The low quality of human resources is an obstacle that agencies have in achieving their goals, because human resources (HR) is one of the main factors in improving the performance of organizations or agencies. Even though an organization has sophisticated equipment but without the active role of its human resources, it will mean nothing, and it is human resources that will determine the ongoing processes or activities carried out by the organization. The higher the quality and competence possessed by Human Resources, the work performance will increase. The better and better quality human resources, the easier it will be for the organization or agency to achieve its goals, and vice versa. Where according to Gomes in Akhmad and Hidayat (2020) performance is a result achieved as a result of actions or actions taken [17].

And based on Government Regulation (PP) Number 30 of 2019 concerning Civil Servants (PNS) Performance Assessment in Permadi (2021), it is carried out in a PNS Performance Management System which consists of: performance planning; implementation, performance monitoring, and performance development; performance assessment; follow-up; and PNS Performance Information System [18]. Performance Planning consists of compiling and establishing SKP (Employee Performance Targets) by taking into account Work Behavior. So employee performance is the extent to which the employee can carry out the task properly in the sense that the implementation is in accordance with the plan, so that satisfactory results are obtained for achieving good employee performance. So organizations and agencies are required to have quality human resources (HR) who are able to carry out their duties as government officials in accordance with the tasks assigned. Therefore, in order to have good performance, a person must have a high desire to do and know his job. In other words, individual performance is influenced by job satisfaction. Job satisfaction itself is an individual's feelings towards his work (Sunarta, 2019) [19].

At the present time, a rule of change very quickly adjusts to needs that are oriented towards efficient, effective, measurable and accountable work based on targets to be achieved by an organization as desired by existing leaders. Even an employee is required for performance to be able to work according to what has been targeted by the leadership in a private or
government agency. From the research so far, it can be illustrated through the Girian District Government in terms of the capabilities of PNS personnel, it can also be reflected in the ability of a PNS to compile or make SKP which until now has not been understood at all. This can also be seen from the low work productivity and discipline of employees. Quality services are often difficult to achieve because officials do not always understand how to provide good service, this is due to the low professional ability of officers seen from the educational background and work ethic of the district apparatus and the authority possessed by the apparatus concerned.

In carrying out performance, the District Government must first look at all the possible factors that exist, both opportunities, opportunities and challenges and what obstacles exist in this era of autonomy and the administration of Government must also answer and fulfill the wishes of customers, namely the people in the District who need services optimally in order to create a good condition in Girian District.

Based on observations made by researchers that the three indicators mentioned still show weaknesses, so in general it can be temporarily assumed that the Girian District apparatus has not performed optimally. Based on the background above, the researcher is interested in conducting research in Girian District with the title "Performance Assessment System for PNS Girian District, Bitung City”.

B. Method

The method used is a qualitative research method. With qualitative research, the researcher himself with the help of others is the main data collection tool by using various sources of evidence created by space and time that occur in the field as a whole and in accordance with the reality that has something to do with the performance of the District Civil Servants and analyzing it with the theory that selected and supported by the determinant factors that determine the performance quality of the District Civil Servants. Qualitative research methods were chosen because they can present directly the nature of the relationship between researchers and respondents and are more sensitive and able to adjust to the value patterns they face (Moleong, 2002) [20].

This research was conducted in Girian District, Bitung City with a research focus, namely the Civil Servant Performance Assessment System, Girian District, Bitung City. Data collection techniques are observation, interviews and documentation. The data analysis technique used is Data Reduction, Data Presentation, and Conclusion Drawing. The validity of the data is tested through 4 main criteria, namely Credibility, Transferability, Dependability, and Confirmability (Polli et al., 2023) [21].

C. Results and discussion

Performance of Civil Servants in Girian District, Bitung City

The performance of the District Government apparatus referred to in this study is based on the theory put forward by Bernardin & Russell (1993:135) in Nasution et al. (2018), namely records resulting from the function of a particular job or activity during a certain period of time [22] , with its measurements and indicators, namely 1) Attitude of the Apparatus, wherein carrying out their work duties can be seen through the willingness of the District Civil Servants to work effectively and efficiently; 2) Capability, where the District Civil Servants have skills in carrying out their job responsibilities; 3) Work enthusiasm, which can be interpreted as the mental attitude of the District Civil Servants in carrying out their duties, where this mental attitude is shown by the enthusiasm in carrying out the task. Based on these indicators, the
results of this study will explain the Performance of Civil Servants in the District of Girian, Bitung City with indicators: Apparatus Attitude, Capability, and Work Spirit.

1) Attitude

Everyone has different attitudes towards certain things (certain objects). Attitudes show judgments, feelings, and actions towards an object. Different attitudes occur because of the understanding, experience, and considerations that have been experienced by someone in an object. Therefore, the results of attitudes towards an object are positive (accepting) and negative (not accepting).

Based on the results of research through interviews with informants, in this first indicator, researchers found that the performance of Civil Servants in Girian District, Bitung City, when viewed from their attitude, they were able to communicate well with the people they led, were polite, liked to greet each other. Also there are those who are still shy in giving announcements or in greetings to the public.

According to Thursione quoted by Pandeinuwu et al. (2022) states, Attitude is a level of positive or negative tendencies related to psychological objects. These psychological objects include: symbols, words, slogans, people, institutions, ideas and so on [23]. A person is said to have a positive attitude towards a psychological object if he likes or has a favorable attitude, whereas a person is said to have a negative attitude towards a psychological object if he dislikes or has an unfavorable attitude towards a psychological object. La Pierre in Fitriani (2014) argues that attitude is a pattern of behavior, anticipatory tendencies or readiness, predisposition to adapt to social situations, or simply, attitude is a response to conditioned social stimuli [24]. It can be said that the intended readiness is a potential tendency to react in a certain way when an individual is faced with a stimulus that requires a response. Operationally the notion of attitude shows the connotation of appropriate reactions to certain stimulus categories and in practical use, attitudes are often confronted with social stimuli and emotional reactions. It can be concluded, attitude is an individual's suitability for objects from various stimuli that are around such as social and emotional.

Attitude is an evaluation or reaction of feelings. A person's attitude towards an object is a feeling of support or partiality or a feeling of not supporting or not taking sides with the object (Berkowitz in Azwar, 2013) [25]. Individual ambivalence towards certain objects, events, people, or ideas. Attitudes are relatively persistent feelings, beliefs, and behavioral tendencies.

According to Sarwono (2000) in Tikollah et al. (2006), attitude can be defined as a person's readiness to act in a certain way towards certain things. This attitude can be positive, and can also be negative. In a positive attitude, the tendency of action is to approach, like, expect certain objects. Meanwhile, in the attitude of hate, do not like certain objects [26]. In view of the above attitude categories, a person's attitude towards a certain object can be influenced by the values that are adhered to or that are the background of that person as his life experience. People who have instilled and crystallized certain values in their mentality or personality, of course in dealing with and responding to something that will be colored by the values they believe in.

2) Ability

Individual abilities are often questioned, both in formal and non-formal situations. Derived from the word able, has a deeper meaning about a person's ability to perform an action. Ability or ability is always associated with how well a person can do something. Potential is
often a continuous word with the ability itself. Because both are the basis of a person's self to do a job or action. Without the ability and potential we as individuals can do nothing.

Based on the results of research through interviews with informants, in this second indicator, the researcher found that the performance of Civil Servants in Girian District, Bitung City is still lacking, for example in computer operation, how to deliver remarks, announcements and directions still cannot be conveyed properly to the public Girian District.

In the Indonesian dictionary, ability comes from the word "able" which means power (can, be able to do something, can, have excessive wealth). Ability is an ability to do something. A person is said to be capable if he does not do something that he should do. According to Chaplin in Muspawi and Lestari (2020) ability is energy (strength) to perform an act [27]. Each individual has different skills in carrying out an action. This skill affects the potential that exists within the individual. The learning process requires students to optimize all the skills they have.

From these understandings it can be concluded that ability is the ability or ability of an individual to master a skill and be used to do various tasks in a job. Furthermore, Stephen P. Robbins & Timonthy A. Judge (2009: 57-61) in Saputra et al. (2018) stated that the overall ability of an individual basically consists of two groups of factors, namely a) Intellectual Ability, is the ability needed to carry out various mental activities (thinking, reasoning and solving problems). Intellectual ability is the ability needed to carry out mental activities. IQ tests, for example, are designed to ascertain a person's general intellectual abilities; b) Physical Ability (Physical Ability), is the ability needed to perform tasks that require stamina, dexterity, strength, and similar skills. While intellectual abilities play a greater role in complex jobs with demanding information processing requirements, specific physical abilities are of greater importance for successfully performing less skilled and more standardized jobs. For example, a job whose success requires stamina, dexterity, and leg strength or similar talents requires management to recognize an employee's physical capabilities [28].

3) Spirit at Work

Morale is a mental attitude of individuals or groups that shows enthusiasm for carrying out their work so that they are encouraged to be able to work together and be able to complete tasks on time with a sense of responsibility for the work assigned to them. Morale is a picture of feelings in the form of desire, ability, interest and enthusiasm shown by a worker in doing work diligently, disciplined and diligently so as to produce more, faster and better work. Companies or agencies will get a lot of benefits if every individual who works has high enthusiasm or enthusiasm for work. High morale can usually be seen from an individual's willingness to work wholeheartedly.

Based on the results of research through interviews with informants, in this third indicator, the researcher found that the performance of Civil Servants in Girian District, Bitung City, still lacks enthusiasm, such as placing more importance on their main job, hard to find when needed and many reasons if given assignments by leader.

Morale is a condition that arises from within the individual which causes the individual to be able to do work in a happy atmosphere so that they work diligently, quickly and better. Morale is a mental attitude that shows enthusiasm for carrying out work so that it encourages them to be able to work together and be able to complete tasks on time with a sense of responsibility for the work assigned to them.

According to Nitisemito (1982) in Usman (2011) morale is doing work more actively by minimizing mistakes in work, strengthening a sense of responsibility, and being able to complete tasks within a predetermined time [29]. The same thing was stated by Hasibuan (2010)
in Feel et al. (2018) that morale is a person's desire and sincerity to do his job well and be disciplined to achieve maximum work performance [30]. In addition, morale can also be interpreted as a climate or working atmosphere in an organization that shows a sense of enthusiasm in carrying out work and encourages someone to work better and more productively.

Productivity is directly related to enthusiasm. Therefore, forming an effective and appropriate strategy to increase employee morale. High morale means employees are satisfied with their work, try hard, are creative, and take initiative. Low morale leads to increased turnover, unresolved problems, and strikes, so that it puts a strain on the company's/institution's performance. Employee morale can be seen from attendance, discipline, timeliness of completing work and responsibility. The morale factor must be known by the leaders or managers of companies/agencies. This is because it is very important for the success of a business. Morale greatly affects the productivity and work potential of employees in an agency. Optimal work spirit must be supported by maximum employee motivation.

Factors Inhibiting the Performance of Civil Servants in Girian District, Bitung City

There are several obstacles in the work assessment for Civil Servants of the District of Girian. Actually performance appraisal makes it easier for organizations or Regional Civil Servants to identify people who will be rewarded for their good and superior performance and people who are not. Nonetheless, performance appraisal can yield erroneous results when the rater or the standards of assessment are not clear.

Based on the results of the study, the factors that inhibit the performance of civil servants in the District of Girian, Bitung City are 1) work motivation is still lacking, so that it can influence the community in community involvement in community activities; 2) Did not receive training and development so that the District Civil Servants did not know what to do when they were appointed as District Civil Servants; 3) The average age of the District Civil Servants is 50 years; 4) Existing regulations change very quickly; 5) Technical agencies are still minimal in providing outreach regarding the latest regulations.

Until now there is no rule that evaluates the performance of Civil Servants in the District of Girian and is different from ASN, where in Government Regulation Number 30 of 2019 discusses the Performance Assessment of PNS. This is a form of implementing the provisions of Article 78 of Law Number 5 of 2014 concerning State Civil Apparatus. Where on April 26 2019, President Joko Widodo signed Government Regulation (PP) Number 30 of 2019 concerning the Performance Assessment of Civil Servants (PNS) or now known as ASN. Civil Servant Performance Assessment aims to guarantee the objectivity of civil servant development which is based on an achievement system and a career system. Assessment is carried out based on performance planning at the individual level and unit or organizational level, taking into account the targets, achievements, results and benefits achieved, as well as the behavior of civil servants.

D. Conclusion

Based on the research description and discussion that the researchers have described above, it can be concluded:

1. The performance of the District Civil Servants when viewed from Attitude, they are able to communicate well with the people they lead, are polite, like to greet each other. Also there are those who are still shy in giving announcements or in greetings to the public.

2. The performance of District Civil Servants when viewed from Capability, it can be concluded that the performance of District Civil Servants is still lacking in terms of
ability, for example in computer operation, how to deliver remarks, announcements and directions still cannot be conveyed properly to the people of Girian District.

3. The performance of District Civil Servants when viewed from Work Enthusiasm can be concluded that the performance of District Civil Servants is still lacking in terms of enthusiasm such as being more concerned with their main job, difficult to find when needed and many reasons if given assignments by the leadership.

The factors that inhibit the performance of Civil Servants in Girian District, Bitung City are 1) Lack of work motivation, so that it can affect the community in community involvement in community activities; 2) Did not receive training and development so that the District Civil Servants did not know what to do when they were appointed as District Civil Servants; 3) The average age of the District Civil Servants is 50 years; 4) Existing regulations change very quickly; 5) Technical agencies are still minimal in providing outreach regarding the latest regulations.

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