

POLICY IMPLEMENTATION ANALYSIS OF PERFORMANCE MANAGEMENT SYSTEM CIVIL SERVANTS TANGERANG CITY

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ABSTRACT

One of the bureaucratic reform agendas is to improve the performance of the apparatus as public servants, through the application of the principle of merit as a benchmark for the implementation of the management of the State Civil Apparatus, which includes aspects of performance management. Therefore, apparatus performance management is an important thing as a benchmark for achieving organizational goals. The purpose of this study is to analyze the causes of the non-optimal implementation of the performance management system policy for the Tangerang City Civil Servant and provide a description of the more professional model of implementing the PNS performance management system in the City of Tangerang. The research method used is qualitative research, primary data collect through in-depth interviews with Tangerang City Civil Servants purposively. Based on the results of the research, it is known that the cause of the performance management system is not optimal because it is not in accordance with the standards and objectives of the applicable policy, all of the resources as policy implementers have implemented the policy but have not been maximized at every stage, the support of technological resources with the construction of e-performance applications and Information Systems Management of the State Civil Apparatus has not been effective in presenting employee performance profile data, the importance of setting clear standards and objectives for each stage of the performance management system implementation , maximizing the role of the apparatus resource assessor to provide guidance and counseling training for performance appraisal officials, building a performance management information system that integrates all stages of performance management, and strengthens the commitment and support of all management to implement the performance management system consistently.

Keywords: *Policy implementation, the Performance management system of Civil Servants*

A. INTRODUCTION

The existence of bureaucratic reform has implications for changes in the government structure, both central and local governments are required to improve the quality of public services by improving all elements. The changes that occur are related to increasing the capacity of government organizations which are closely related to the resources of the apparatus as organizational planners and implementers. To achieve this success requires the ability of each apparatus to be able to complete its work, therefore the performance of the apparatus is important in realizing bureaucratic reform. However, the problem of the performance of the apparatus in each agency has not yet been resolved.

Performance management of Civil Servants (PNS) is very dependent on the management and implementation of employee performance which is determined by the quality of human resources from the leadership to the implementers. Employees must understand and be able to implement performance management policies as a benchmark for achieving organizational goals based on individual performance and organizational performance. Performance is a determining aspect of organizational success so Civil Servants as implementing elements are required to have loyalty and dedication in providing good service. A civil servant is said to be contributing to the institution and society if the civil servant is performing. Civil servants who perform well have a positive impact on agencies, namely being able to provide public services to the community in line with the goals of bureaucratic reform, on the contrary, the low performance of civil servants has an impact on the low performance of agencies so that the ability of agencies to solve problems is very limited.

Performance management information system support is provided to improve the effectiveness of performance management implementation from the preparation of performance plans to performance evaluations, however, the existing information system has not been maximized in employee performance appraisals. Currently, the performance information system is used more as a tool for calculating daily workloads as a basis for providing additional income allowances, not for performance appraisals in the true sense. Employees prepare performance plans for one-year targets these targets are translated into monthly targets, and daily targets. There is a weakness in the performance information system, namely in compiling a work plan, employees are given the freedom to fill in their job descriptions because the system does not provide standard job descriptions following job information for all positions in Tangerang City. Control from superiors is very important as approving subordinates' performance plans, but not a few superiors fully entrust the work plans to their subordinates without paying attention to the suitability of the job analysis.

To measure success in implementing employee performance management in a government agency, an assessment is needed that contains indicators of achievement of the implementation of each stage. The government answered that by issuing a policy related to the assessment of the implementation of the management of the State Civil Apparatus (ASN), including aspects of performance management. This assessment correlates with the implementation of a merit system for government agencies. The Tangerang City Government is one

of the regional agencies that received the category of very good merit system application assessment, with this success it can be said that the ASN Management in Tangerang city is very good, but in its implementation, especially aspects of performance management, there are still obstacles. In the report of the State Civil Apparatus Commission, it is stated that the setting of performance targets is the initial process in implementing performance management, the evaluation process of employee performance is carried out regularly using objective methods, analyzing performance gaps, and formulating a settlement strategy (KASN, 2018). The Tangerang City Government has succeeded in achieving the very good category, which means that most of the requirements of the 8 (eight) criteria have been met and can carry out a limited selection through the talent pool, but on the performance management criteria, there are still achievements that have not been maximized, namely the performance problem analysis criteria and the settlement strategy (Merit System Assessment Report, BKPSDM, 2020). The following are the achievements of the merit system self-assessment criteria for the performance management aspect of the City of Tangerang:

Table 1. Assessment of the merit system for the performance management aspect of the Tangerang City Government

Criteria		Current achievement/condition (score 1-4)
1.	Determination of measurable performance contracts (score 5)	All employees have compiled a performance contract as a derivative of the organization's strategic plan as evidenced by the employee work target document (SKP) based on the decision of the civil service officer (PPK) regarding the performance contract. (sum of score 20 = maximum)
2	Objective and measurable performance appraisal method (score 2.5)	Has used an objective and measurable assessment method for all employees as evidenced by daily performance appraisals through e-performance (total score 10 = maximum)
3	Performance appraisal is carried out periodically to achieve a performance contract (score 2.5)	The performance appraisal process has been carried out regularly every 1 month as evidenced by monthly/quarterly/semester performance appraisal documents, annual performance appraisal report documents, and performance dialogue documents (total score 10 = maximum)
4	Availability of information about performance gap analysis and its resolution strategy (score 5)	Have analyzed performance problems in a structured (total score 10 = not maximized)
5	The results of the performance appraisal as a material for consideration and	The results of the performance appraisal have been used as the main consideration in employee career development (total score 10 =

Criteria			Current achievement/condition (score 1-4)
	career development of employees (score 2.5)		maximum)

Based on table 1.2, the 5 (five) merit system assessment criteria describe the implementation of PNS performance management in Tangerang City, namely from performance planning to performance evaluation. The implementation of the performance planning of the Tangerang City Civil Servants for the criteria for determining the performance contract is achieved by the maximum number of scores with achievement indicators having drawn up a performance following the organization's strategic plan as evidenced by the employee work target document (SKP) stipulated in the decision of the civil service officer (PPK).

The performance of civil servants has long been in the government's spotlight. Based on the results of the evaluation of the implementation of PNS performance management in 2018-2019 conducted by the Directorate of ASN Performance of the State Civil Service Agency, data on the implementation of PNS performance management was 3.3% of institutions/agencies in the very good category, 35% in the good category, 50% in the adequate category and 11.7% bad category. Evaluation is carried out using assessment indicators, namely: performance planning based on the preparation of SKP, performance implementation based on the application of performance appraisal methods, evaluation of performance achievements and employee behavior, utilization of performance appraisal results, and the existence of supporting applications in the preparation of performance and reporting of performance appraisals or performance of civil servants (BKN, 2020). This condition illustrates the low-performance achievement of government agencies, to realize bureaucratic reform, all government agencies must work hard to develop a strategy for implementing performance management that is in line with the government's strategic plan. Based on the Performance Report of Regional Government Agencies (LKIP) of Tangerang City in 2019, the performance indicators of the Bureaucratic Reform index improve good governance, and the City of Tangerang managed to achieve the realization of 61.43 of the target of 60, this realization is included in the good category (B), an increase of 3.94 points from the realization in 2018 of 57.49. From the achievement of performance indicators, there are 6 (indicators) in the management of HR management including preparation of employee formations; transparent recruitment selection; employee competency development; filling positions nationally and transparently; determination of employee performance, and enforcement of employee discipline and code of ethics according to regulations, but in implementing the indicators above, there are obstacles encountered including the determination of performance does not have conformity with the level above, the results of performance appraisals have not been fully taken into consideration for individual career development (LKIP, 2019).

Based on the data and information above that the implementation of Civil Servant Performance management in Tangerang City is not optimal, there are obstacles to implementing the policy. Seeing this phenomenon, researchers are interested in conducting a policy analysis of the implementation of the Tangerang

City PNS performance management system so that researchers can find a more prospective model for the implementation of PNS performance management in Tangerang City.

B. LITERATURE REVIEW

To enrich the theory used and as a reference for researchers in conducting research in analyzing research problems, the researchers took several previous studies related to performance management, including:

The first research by Zulystiawati (2014) with the title *Performance Management System: The Practices in the Public Organization in the Developing Countries*. This research is qualitative research that aims to describe an effective performance management system in the public sector in developing countries. Several theories used in this study state that performance management systems in developing countries adhere to privatization and downsizing, the three success factors of performance management systems include alignment with organizational goals, credibility, and integration. The concept of a performance management system strategy model is influenced by a dynamic environment and the main elements of a strategic plan with SWOT analysis and components of a balanced scorecard, important strategies in implementing performance management include organizational goals and criteria, performance reviews with 360-degree feedback, performance appraisals, wages /payment, dialogue/discussion.

The second study by Ravi Chandar G and Dr. AB Saraswathi (2018) with the title *Impact of performance management system on employee performance – A conceptual framework for its organizations*. With the model developed, the researcher provides 5 (five) implications for further research on the performance management system, namely 1. The need to set goals or targets within a certain period for effectiveness and efficiency and to increase employee initiative and commitment, 2. The existence of a performance review as feedback that can provide solutions for employees facing problems in the organization, 3. An important factor in the performance management system is training as an effort to improve employee performance and communication between superiors and subordinates to find deficiencies and solutions to improve the quality of employee performance, 4. Employee development focuses on empowerment, development, and qualification through knowledge and skills, 5. Performance appraisal is a tool to reward employees for good performance and motivate them to further improve their performance.

The third study by Kevin Baird, Herbert Schoch, and Qi (James) Chen, 2012 entitled *Performance management system effectiveness in Australian local government* aims to test the effectiveness of the performance management system through performance measurement, rewards, and training as well as influencing dimensions. With quantitative research through the collection of questionnaires at random to 450 respondents in the Australian Local Government, the results showed that with the performance management system, it is known that the performance of superiors is generally considered quite effective, while the performance of staff is still lacking. There is a significant relationship between

performance measurement, rewards and training, and organizational culture factors with performance management systems. So it is recommended that it is necessary to increase the effectiveness of the performance management system by superiors in managing employees.

The use of the term management in performance management as a management process generally starts with planning in the form of setting goals and objectives and ends with evaluation (Ruky, 2001). The term performance management is often interpreted the same as performance measurement (Radnor & McGuire, 2004 in Asropi, 2020). Performance management is a natural process of management (Armstrong, 2006: 3), as a performance management system is broader than performance measurement, performance measurement is an important part of the performance management system (Lebas, 1995). Performance measurement is a basis for consideration in providing feedback, identifying achievements as expected, building the basis for success, and identifying things that are not good for performance management in the prevention or corrective actions (Haryono, 2018). The main activities of performance management include planning (plan), action (act), monitoring (monitoring), and assessment (review) (Edward Deming in Haryono, 2018).

In the implementation of performance management policies, there are organizational challenges in its implementation, including low responsibility given by superiors, lack of training, no appreciation for performance, and low ability to plan and implement complex performance management systems. Therefore, for effective policy implementation, it is necessary to provide resources in the form of human resources and budgets, in addition to providing budgets and assigning people, it is necessary to direct and take actions (de Waal, et al, 2007). It is known that the factors that influence the implementation of performance management are standards and objectives; resources; processes and procedures; internal factors as well as organizational culture (Guthrie, et al in Ahenkan et al, 2005). All public policies have standards and objectives that outline the overall objectives, which means that policies without clear standards and objectives will inevitably fail (Van Meter and Van Horn in Ahenkan et al, 2005).

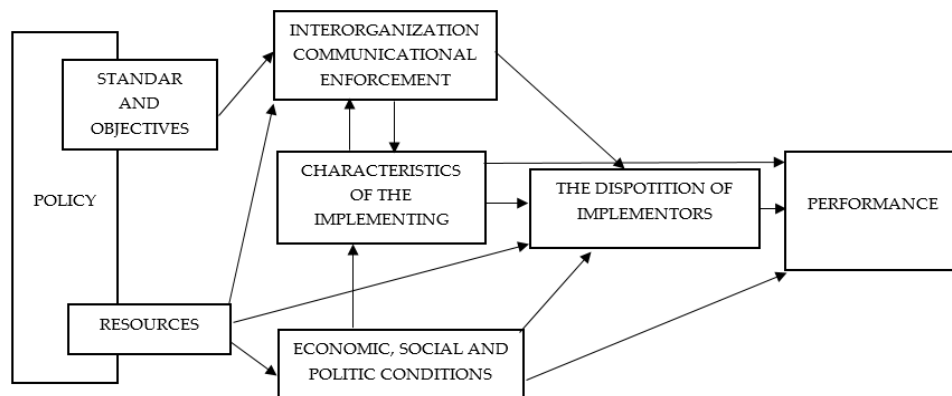


Figure 1. Policy implementation model Van Meter and Van Horn (1975)

Further explanation of the policy implementation model according to the chart above:

- (1) Standards and policy objectives are clear and measurable so that they can be realized and avoid multiple interpretations that cause conflict.
- (2) Resources as implementers of a policy consist of human resources and non-human resources
- (3) Communication between organizations and implementing agencies in the form of coordination and cooperation between agencies for the success of a program.
- (4) Characteristics of the organization or implementing agency in the form of relationship patterns or norms in the bureaucracy are very influential in program implementation.
- (5) Social, political, and economic conditions in the form of support from interest groups in policy implementation.
- (6) The attitude of the implementers consists of three things, namely: (a) the response of the implementers regarding the policy; (b) cognition, namely the implementer's understanding of the policy; and (c) the intensity of the executor's disposition, namely the specific value of the executor.

C. METHOD

The process of collecting data with use The qualitative approach taken by the researcher is to explore problems related to the implementation of the performance management system policy and the factors that influence it, with the intention that researchers can find facts in the field more deeply and concretely that comes from employees in regional apparatus organizations that serve as Key Informants so that it will provide an overview of how the implementation of the PNS performance management system policy in Tangerang City is based on the factors that influence it. Qualitative research is carried out intensely and or continuously with participants to explore the activities of individuals, groups, communities, and organizations. The role of the researcher is to get a systemic, comprehensive, and integrated picture of the research focus (Miles, et.al, 2014). In this study, researchers collected primary data through direct interviews using an interview guide to 9 (nine) Key Informants, namely civil servants in Tangerang City by purposive sampling to collect comprehensive information on research questions related to the implementation of current performance management policies. To deepen information related to research questions, the researchers conducted observations by observing and taking notes on a symptom that appeared on the object of research. Secondary data is collected through field documentation in the form of photos, recordings, field notes, and literature studies through laws and regulations, regional regulations, books, journals, and supporting documents such as employee performance appraisal documents to see best practices in performance management carried out by Tangerang City Civil Servants and other related information from the internet.

D. EXPLANATION

Performance Planning

Performance Planning, not all employees understand and correctly formulate performance plans, due to the implementation of incomplete socialization to employees and the attitude of employees who consider that the preparation of SKP is only a formality as a fulfillment of personnel administration apart from that in the division of tasks or performance plans to subordinates, they have not considered aspects competence as a consideration in the division of roles for each employee, as evidenced by the performance planning document that has not fully accommodated the organizational goals and strategic plans of the regional government. Another reason is that there is no shared commitment in determining the standard of a consistent performance plan so that each employee partially prepares a performance plan that is only based on the activity program in the budget use document and main tasks and functions as well as the lack of communication and coordination between employees in the preparation of the budget. performance plan;

Performance implementation stage

Performance implementation stage, documentation of performance has been carried out periodically, namely daily, monthly, and yearly but the daily performance documentation is less informative, namely the unavailability of information on job descriptions that have been carried out and targets achieved, as well as performance monitoring has been carried out periodically but not optimal, due to official communication assessors with staff have not been continuously so that there is no performance feedback, and a performance gap analysis has not been carried out. Guidance and performance have not been carried out by an appraiser official and submitted to BKPSDM to conduct coaching, but due to limited resources at BKPSDM guidance and counseling are not optimal. In addition, the support for electronic information systems has not been effective because the existing applications have not been integrated.

Performance appraisal

Performance appraisal, the performance appraisal process has been carried out by policy standards, but what is very important in this performance appraisal is ensuring the objectivity of the performance appraisal process. In Tangerang City there is still subjectivity in performance appraisal, there is a tendency for appraisers to give SKP scores and work behavior with good values because of the "ewuh pakewuh" attitude to subordinates and the lack of competence of appraisers in providing accurate values, besides that the assessment is only carried out by direct superiors. . The existence of an electronic information system is still not effective for performance appraisal because monthly performance appraisals and annual performance appraisals are carried out partially.

Performance evaluation

Performance evaluation, currently the performance evaluation focuses on evaluating employee discipline/attendance. Performance reports from each OPD submitted to BKPSDM have not presented data accurately, performance appraisal data only contains performance scores and employee attendance data. Performance evaluation is also carried out using the assessment center method,

the results of the assessment center assessment are combined with the results of the performance appraisal, but not yet systematically due to the unavailability of an electronic information system for presenting data on the results of the performance evaluation so that the staffing officer and the performance appraisal team are constrained in making decisions for appointments, transfers, or dismissals, however, the results of this performance evaluation have been utilized for employee competency development.

By adopting the Van Meter and Van Horn (1975) policy model, a more prospective model for the implementation of the Tangerang City civil servant performance management system policy is described as follows:

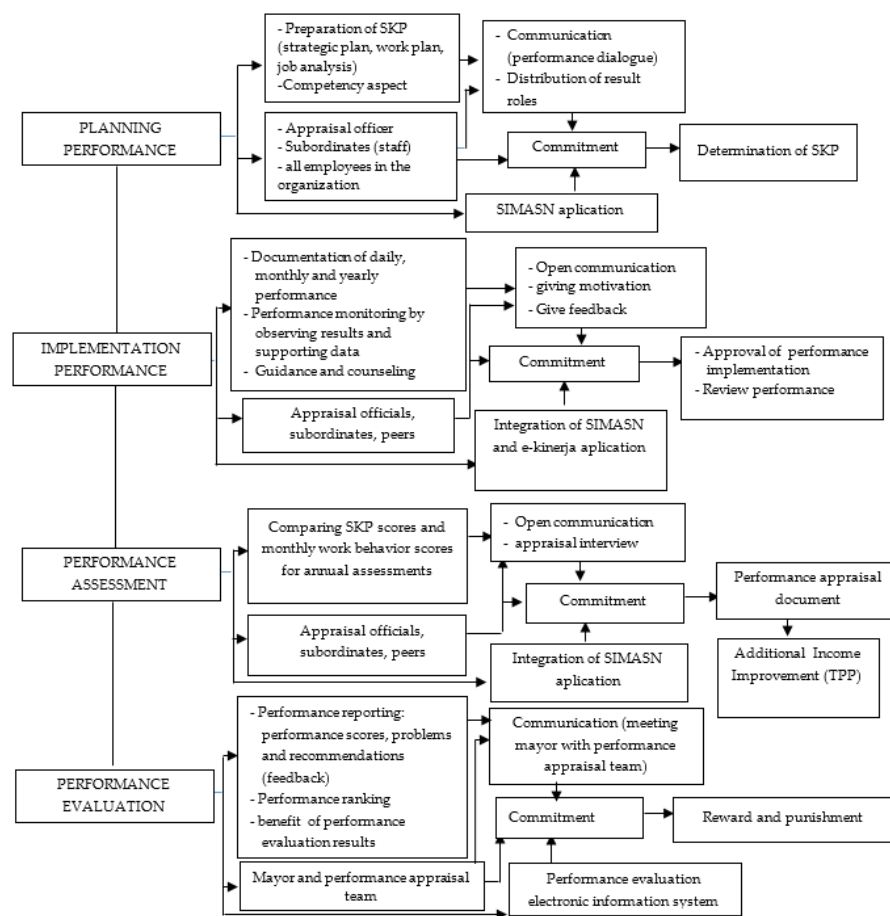


Figure.2 The research implementation model of the performance management system policy

Based on the results of the analysis of policy implementation seen from the influencing factors and the statement of Key Informants, the more prospective model for implementing the PNS performance management system in Tangerang City is:

1. At the performance planning stage: there is an agreement that the preparation of individual performance plans based on organizational goals refers to strategic plans, work plans, and job analysis, a performance dialogue is held

to share each role according to competence, and all employees are committed to implementing the performance plan.

2. At the performance implementation stage: daily, monthly, and annual performance documentation in an integrated SIMASN application, monitoring by appraisers by observing the implementation of subordinates' performance regularly, and being given guidance and counseling through open and regular communication to motivate subordinates, strengthen their behavioral attitudes, provide feedback on the performance of their work. In monitoring can consider input from other parties such as colleagues and/or subordinates and is committed to implementing it consistently
3. At the performance appraisal stage: the appraiser compares the realization with the target performance plan and evaluates the work behavior of subordinates objectively by considering the assessments of several of his closest people (colleagues, subordinates, supervisors of the appraisal officer) and conducting appraisal interviews with subordinates. The performance appraisal application is integrated between monthly and annual performance appraisals, by automatically assessing the monthly performance of the annual performance appraisal. The appraiser's commitment to conducting professional and objective assessments.
4. At the performance evaluation stage: reporting the results of the performance appraisal in the electronic information system in the form of individual performance profiles containing performance scores, performance gaps, recommendations/providing feedback on employee performance, and the results of the assessment center assessment, then a performance rating of all employees is carried out for consideration by the performance appraisal team and staffing officers in giving awards or imposition of sanctions.

E. CONCLUSION

Based on the analysis of the four stages of implementing the Tangerang City PNS performance management system, it can be concluded that the implementation of the Tangerang City PNS performance management system policy is not optimal because it is not following the applicable standards and policy objectives and some standards have not been regulated. implementing policies but not maximal at every stage, technological resource support with the construction of e-performance applications and a management information system for state civil servants has not been effective for presenting employee performance profile data and has not been integrated into one information system, as well as communication between appraisers and subordinates has not well established, there is no dialogue on performance and providing feedback on the implementation of employee performance. The attitude of the implementers and the response of employees in the implementation of management is quite good, although not all understand this policy, while social and political conditions do not influence the implementation of the policy because of the commitment and support of the leadership in implementing the performance management system objectively.

Based on the results of the study, the researchers recommend several things to improve the implementation of the Tangerang City Civil Servant's performance management system, as follows:

1. The importance of setting clear standards and objectives in each stage of the performance management system implementation following the conditions and needs of the Tangerang City Government in a Tangerang Mayor Regulation.
2. Increase the capacity of appraisers through performance guidance and counseling training by maximizing the role of assessor of apparatus resources or consultants as well as providing specialized training in objective and accurate performance appraisal techniques to avoid subjectivity and errors in halo error assessments.
3. Develop a performance management information system that integrates all stages of performance management from performance planning to a performance evaluation system that manages data on the results of employee performance ratings as consideration for staffing officers in providing rewards and imposition of sanctions.
4. The importance of performance appraisal interviews in providing feedback to encourage fairness and accuracy in the assessment.
5. Strengthening the commitment and support of all levels of management to implement the performance management system consistently by building coordination, collaboration, and synchronization of inter-organizational relationships in the implementation of performance management system policies.

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