

Performance Appraisal in Indonesian Local Government

Hendriarto Wigunawan^{a*}, Irwan Noor^a dan Alfi Haris Wanto^a

^a *Brawijaya University, Malang, East Java, Indonesia*

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ABSTRACT

In 2014 Indonesian government enacted a hybrid performance appraisal system that evaluates both civil servants' behaviors and annual targets (SKP). Under qualitative method, the paper tries to examine the practice of this new performance appraisal system by observing the case of Banyumas Regency. Data are collected from interviewing personnel in Banyumas Civil Service Agency (BKD Banyumas) and official documents. This paper focuses on the strategies used by the government to implement the system and the constraining factors of the implementation. The finding shows that the appraisal system emerges problems such as inflexible individual targets, complexity of procedures, bias and less reliable results, and lack of appreciation for performers. Therefore it can be concluded that the system has many weaknesses that lead an unfair and unreliable evaluation.

INTISARI

Pada tahun 2014, Pemerintah Indonesia menerapkan sebuah sistem penilaian prestasi kerja yang akan menilai perilaku dan capaian kerja pegawai negeri sipil (PNS). Dengan menggunakan metode kualitatif, tulisan ini ingin meneliti pelaksanaan sistem ini dengan mengambil kasus pada Kabupaten Banyumas. Data diperoleh dari *interview* pegawai Badan Kepegawaian Kabupaten Banyumas (BKD Banyumas) dan dokumen-dokumen resmi. Tulisan ini berfokus pada strategi yang diterapkan dan kelemahan yang muncul pada saat implementasi. Temuan dilapangan menunjukkan bahwa sistem penilaian prestasi kerja ini memiliki kelemahan seperti target individu yang kaku, prosedur yang berbelit, penilaian yang bias, dan kurangnya penghargaan bagi PNS yang berkinerja baik. Sehingga dapat disimpulkan, sistem penilaian prestasi kerja ini masih mempunyai banyak kelemahan yang bisa menghasilkan evaluasi yang tidak adil dan tidak dapat dipercaya.

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1. Introduction

In the early on 1990s, many Western countries started to adopt the principles of private sectors to improve the quality of public services. Under the concept of New Public Management (NPM), this

concept stresses the essence of output control and performance measurement by defining goals, standards and indicators of success (Hood, 1991). In Indonesia, the NPM has just introduced to make administrative reform soon after the financial and monetary crisis in 1998. The crisis burden Indonesia with high inflation

* Corresponding author. Tel.: +0817-041-9365; e-mail: hendriarto.w@gmail.com

and budget deficit. Therefore to stabilize and relief the economic condition, the IMF and World Bank suggested Indonesia to conduct structural adjustment programs that are essentials to help economic growth and poverty alleviation by strengthening the practice of decentralization and good governance.

According to the Worldwide Governance Indicators (WGI) project, good governance in Indonesia is far from satisfactory. WGI provides good governance data from around 200 countries. It presents in percentile score from 0 to 100 (higher score is better). Based on WGI (2016), in 1998, the scores of Indonesian government can be seen as follows: (i) voice and accountability is 17.3; (ii) political stability is 6.3; (iii) regulatory quality is 36.8; (iv) rule of law is 27.3; (v) control of law is 0.8; and (vi) government effectiveness is 29.27. This position placed Indonesian in the 30% of less effective government worldwide. This effectiveness indicator reveals the poor quality of civil service and public service in Indonesia. Therefore it is important to shape public institutions to be more effective and efficient through bureaucracy reform.

As part of the reform, government of Indonesia has prepared carefully for several years a new performance appraisal system. This system finally completed and should be implemented in 2014 by all of public institutions in Indonesia. This system is intended to supersede the old system (DP3) that was created in the late of 1970s. Unlike the DP3 that concerns on behavior matters, the new system utilizes more comprehensive criteria by examining behavioral aspects and annual working targets. With grounding on the targets, the government has a desire to shape more objective and fair assessment. However, expecting personnel in reaching their targets requires a careful consideration since currently the majority of public institutions, especially in local level, are suffered from personnel shortage and limited budget.

For the last few years, the number of civil servants has been decreased due to "*Moratorium Policy*". This policy made by government to suspend the civil servant recruitment in all public institutions in Indonesia. The policy works based on the fact that public institutions spend more money for personnel matters rather than for other developments such as developing infrastructures. Through the "*Moratorium Policy*", the government needs to postpone the recruitment of civil servant except for staffs with specific skills and for urgent reasons.

Banyumas Regency is one of Indonesian local government that is suffered from this policy. The number of civil servant in this regency steady decreases year by year. In 2010 the number of its personnel was 17,091 but it was rapidly down to 15,537 in 2013.

With the shortage of personnel, currently Banyumas Regency relies on the capability of the

remaining personnel. Honestly during this kind of condition, Banyumas Regency should increase the personnel capability as high as possible by involving in special training or giving adequate financial rewards. In fact, Banyumas Regency has also burden by limited budget.

Under above circumstances, Banyumas Regency seems to get difficult challenges on the implementation of the new performance appraisal system. For Author, it is raising two fundamental questions. First, "What strategies tackled by Banyumas Regency to implement the new performance appraisal system?" Second, "What are challenges faced during the implementation?" This paper is built based on Author's research that has been conducted in Banyumas Regency, one of Indonesian local government located in Central Java Province, in 2015. Although local government system has been already research from many different perspectives, but the implementation of the new performance appraisal system in Indonesia is rarely found since it has just implemented in 2014.

2. Theory

2.1 Public Policy

Policy is guideline for action. This guideline can be very simple or complex, general or specific, broad or narrow, vague or unclear, loose or detailed, qualitative or quantitative nature, public or private. Meaningful policy like this might be a declaration about a basic guideline act, a particular course of action, a course of striking certain activities, or a plan. Policy in politic communication is often used interchangeably with the goals, programs, decision, standards, proposals, and grand design that are made by government United Nation (Wahab, 2014). George C. Edward III (1980) said that public policy is a government action for the achievement of goals or objectives.

Without an implementation, a policy which has been formulated becomes useless. Therefore, the implementation of the policy has a very important position in public policy. Policy implementation is seen as a process of implementing the policy decisions, usually in the form of law, government regulations, decree of justice, or Presidential Decree (Wahab, 2014). Based on Nugroho (2003) implementation of the policy in principle is "a way for a policy can achieve the goal, no less no more".

The success of the implementation of a public policy can be measured from the end of the process of achieving results (outcomes). From the outcomes, it can be determined whether the policy objectives can be achieved or not. This was stated by Merilee S. Grindle (1980), where the measurement of the success of the policy implementation can be seen from two things, which are: (a) Judging from the process, by asking

whether the implementation of policies in accordance with the specified (design) by reference to policy action; (b) Is the policy objectives achieved.

In addition, without good communication, the implementation of civil servant performance appraisal in Banyumas Regency will not run well. According to Edward III (1980), for implementation to be effective, those whose responsibility it is to implement a decision must know what must they are to do.

2.2 *Human Resource Management and Performance Appraisal*

Public institution is a theater for government to perform their abilities in carrying out state duties. In this theater, government urges to manage properly its personnel for sophisticated performance. Sedarmayanti (2013) explained that human resource management is policy and practice in determining human resource aspects including recruitment, selection, training, rewarding, and appraisal.

After the decentralization, certain duties of central government are derived to local government and civil servants are to be the real actors in executing the administrative works. From this sense, the excellent performance of local civil servant is essentially needed to be managed and evaluated regularly to support the capability of local government. For making sure that all of human resource management activities are running properly, government needs to measure the performance of its personnel through performance appraisal activity.

Performance appraisal refers to formal assessment and rating of individuals by their managers at usually an annual review meeting (Armstrong, 2000). In addition, according to Rivai et.al (2011), performance appraisal can be defined as a process that is used by a company to evaluate job performance. Performance appraisal is also known by the other terms such as performance evaluation, performance rating, performance assessment, and employee evaluation (Rivai et al., 2011). Performance appraisal is widely used in human resource management field to describe an individual evaluation. Performance appraisal is one of human resource activities that is intended to enable human resource agencies to collect information about the current condition of civil servants in the form of strengths, weaknesses, as well as unexplored potential capabilities.

There are two types of performance appraisal systems which are past oriented and future oriented. Past-oriented approaches enable immediate superior and human resource department to know about employee's performance that has already occurred. Therefore appraisal using this method does not give any possibility for them in directing the employee to the targets. Past performance cannot be altered and changed. The only possible action is only gathering review and feedback.

In the other side, future-oriented appraisals focus on future performance by evaluating an employee's potential or setting future performance targets. Future-oriented appraisals provide a section for superior and employee to create future plans together (Werther and Davis, 1996).

Performance appraisal is one of the human resource management stages to ensure personnel working in the proper way toward the organization's objectives. Condrey (2005) explained that a performance appraisal supports the decision maker to determine appropriate decisions that logically contribute to the effectiveness and well-being of organization and individual.

Based on Werther and Davis (1996), performance appraisal provides feedback that plays an important role for the organization. Feedback is needed by decision makers for identifying the needs of other human resources activities such as recruitment, selection, placement, promotion, training, and development. For instance, excellent performance indicates that the management is running properly. Meanwhile an inferior performance is signaling the needs of correction in one or more personnel management stages. The role of performance appraisal becomes very important because through this activity information about the current performance of civil servant can be obtained. Therefore, performance appraisal can be used as barometer and foundation of other human resource activities as well as to ensure the availability of qualified and dedicated civil servants.

3. Research Method

In this research, qualitative method is used to get in-depth analysis about implementation of civil servant performance appraisal in Banyumas Regency. The research also use descriptive research study that is procedure to solve problems by describing an accurate circumstance objects as it is pursuant to factual at the time. Moleong (2011) stated that qualitative research is intended to discover phenomena, that is experienced by the researcher, with holistic and descriptive approach in natural setting. The research focuses on the implementation of the performance appraisal system and the constraining factors emerges during the implementation.

This research will take place in Local Civil Service Agency (BKD) of Banyumas Regency. In this research primary data is resulted through interviews from some key informants who work in BKD of Banyumas Regency. The researcher chooses the informants based on their duties related to the topic of this research. The interviews conducted with several key informants such as Head of BKD of Banyumas Regency, all of head of divisions in BKD of Banyumas Regency, all of head of sub divisions in BKD of Banyumas Regency. The

author also uses secondary data from laws, government regulations, head of National Civil Service Agency (BKN) regulations, Development Plannings of Banyumas Regency, Strategic Planning document or RENSTRA of BKD Banyumas Regency, books, Banyumas in Figure, journals, and articles related to this research. All of the documents used both in hardcopy and softcopy files. Some documents obtained from websites. Some documents are available in BKD of Banyumas Regency.

4. Results and Discussion

4.1 Results

Banyumas Regency applies strategies that are consists of four steps to implement the performance appraisal systems: (1) Conducting Dissemination of Information; (2) Deciding Roles of Civil Servants; (3) Following The Mechanism Stated in Regulations; and (4) Benefitting the Results.

4.1.1 Conducting Dissemination of Information

Since the new system has significant differences compared to prior evaluation system, Local government of Banyumas Regency needs to introduce the system to all personnel within regency to ensure the implementation of performance appraisal in accordance with the regulations. Banyumas Civil Service Agency hold a meeting for dissemination of information. The members of this meeting are administrative officers from all working units in Banyumas Regency.

The Secretary of Banyumas Regency also informed all of civil servants by issuing Secretary of Banyumas Regency Circular Letter No 863/5907/2013 about The Implementation of Civil Servant Performance Appraisal 2014. Through this circular letter, the Secretary wanted to remind all civil servants with some important points: (1) The mandatory of creating annual targets; (2) Civil servants who do not arrange annual targets will be sentenced of discipline; (3) Determining direct supervisor for each civil servant who will act as official appraisers; (4) The due date of performance appraisal assignment; (5) The obligation for each unit to submit copies of the appraisal forms to Banyumas Civil Service Agency in the end of January; and (6) Guidelines on technical writing.

BKD Banyumas has a pivotal role in spreading the information. This institution tries to share the information regarding performance appraisal. Within regular technical meeting that is followed by all head of sub-divisions of administrative from every working units in Banyumas Regency such as happened in the middle of June 2013 and early of February 2014, BKD Banyumas informed this new appraisal system. Furthermore Banyumas Civil Service Agency has a plan to always evaluate the implementation of performance

appraisal in order to see the shortcomings that emerged during the implementation.

4.1.2. Deciding Roles of Civil Servants

The civil servant in Banyumas Regency takes three forms structural staff, special functional staff, and general functional staff. Structural officials are line leaders who have positions stated in the structures of organization. In Banyumas Regency to determine the level of structural positions is using echelon. Lower the echelon means higher the position, so echelon II has higher position compared to the echelon III. The lowest structural official in Banyumas Regency is echelon V. In the other side, functional staff is civil servant working under supervisor of structural staff.

In general, an official appraiser is the direct superior of the civil servant to be assessed. Because the appraiser is the direct superior so the appraiser will know exactly how personnel performance assessed. Later in the assessment also involves the superior of the official appraiser. This superior will act as a judge if there is an employee who contested the result of performance appraisal. For short, civil servant with higher position will assess the civil servant with lower positions.

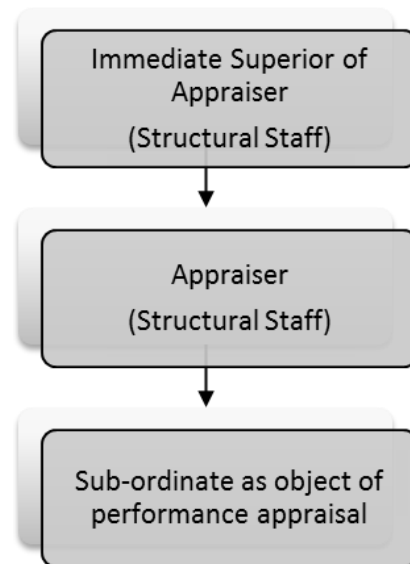


Figure 1 Hierarchies of Actors in Civil Servant Performance Appraisal

Some of civil servant is treated differently from normal conditions for example civil servants who were on learning duty are entitled below The Head of the Division of Employee Procurement and Development of BKD Banyumas. Therefore, to avoid bias, the Secretary of Banyumas Regency issued Secretary Circular Letter No 863/7099/2014 concerning The Arrangement of Civil Servant Performance Appraisal 2014. This circular describes in details about the official appraisers and the

superiors of official appraiser for every civil servant in Banyumas Regency based on organizational units.

4.1.2 Following The Mechanism Stated in Regulations

Civil servant performance appraisal system based on Government Regulation No 46/2011 use mixed methods. Therefore in realizing the targets, civil servants are demanded to give their best effort in completing their duties. In other side, behaviorally they also urged to work based on the formal guidelines stated by the regulations. The performance appraisal system in general can be divided into three steps: (1) planning; (2) realizations; and (3) appraisal.

The essence of performance appraisal is comparing the targets with the realization. Target setting is conducted in the early of January. This setting allows civil servant to record its targets in a form which is called “*Sasaran Kerja Pegawai (SKP)*”. The targets comprise of description of responsibilities and four dimensions of measurement which are quantity, quality, time, and cost.

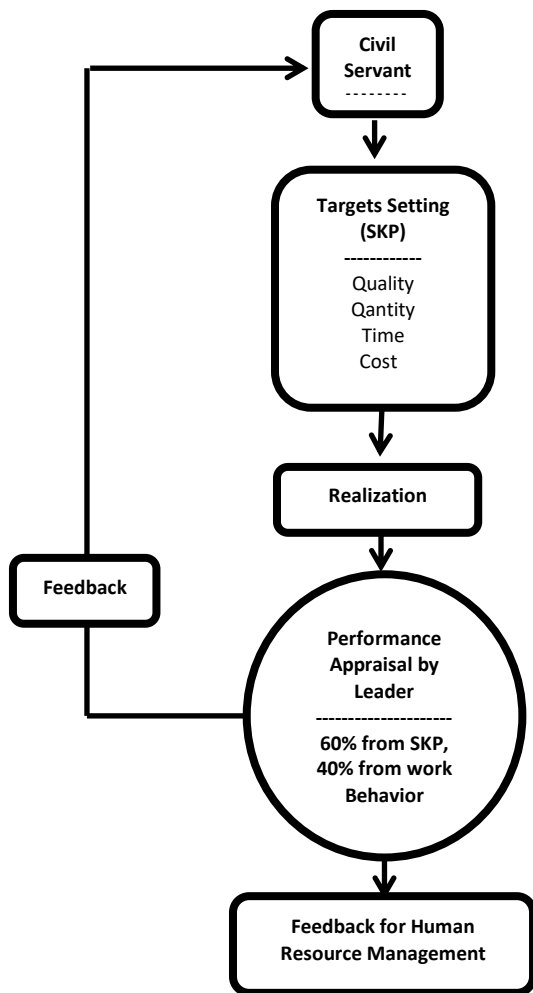


Figure 2 Mechanisms of Performance Appraisal System

By recording individual targets, every civil servant is able to acknowledge its responsibilities at least for the ongoing year. It works as pieces of puzzle that are

baiting “Big Picture” of institutional goals. Therefore, it should be planned and set properly to make sure that institutional goals can be derived entirely in individual targets. Target setting involves a collaborative process between civil servant and his or her immediate superior. “SKP Form” is signed by immediate superior and the staff. After this approval, the duties stated in the SKP Form are permanent for the ongoing year. The “SKP form” is sent to BKD Banyumas as archive.

In the end of the year performance will be appraised and signed. These forms are signed by the civil servant who is assessed, appraiser, and superior of the official appraiser. The official appraiser will sign at 31 December. The civil servant will sign at 2 January. The superior of official appraiser will sign at 5 January. The due dates of the assignments are different. The SKP will be given 60% of total score and work behavior will be given only 40% of the total score. This shows that performance aspect is more essential rather behavioral aspects. Furthermore, the appraisal results are recorded in Appraisal Forms..

In the performance appraisal, a civil servant may raise objections to the score stated in appraisal results form. The objection is then recorded in Civil Servant Performance Appraisal Form in column of objection. Then the Assessment Form is returned to official appraiser to be given official response. After that, the response of objection is delivered to the superior of official appraiser to be further investigated. In the process of this investigation, the superior of official appraiser can call both civil servants and appraiser for questioning. After all, it was decided that the results of performance appraisal are final. The value of work behavior is in the form of numbers and then converted into the following assessment categories:

Table 1 Performance Appraisal Score

Performance Score	Values
≥ 91	Excellent
76 – 90	Good
61 -75	Fair
51 – 60	Poor
≤ 50	Very Poor

From the table above it can be figure out that there are 5 classification in civil servant performance appraisal score. The highest score is above 90 or in the category of “excellent”. Civil servants who have score between 76 and 90 will be rewarded by “Good” score. Civil servants who have score between 61 and 75 will be rewarded by “Fair” score. Civil servants who have score between 51 and 60 will be rewarded by “Poor” score. Then, civil servants who have score between below 51 will be rewarded by “Very Poor” score.

4.1.3 *Benefitting the Results*

Practicing performance appraisal system in public institutions requires investment in time and efforts since it consists of many bureaucratic procedures. Nevertheless the system still maintains and operates because government believes that all of the efforts will be paid off by the system benefits. Of course the benefits may vary because it will depend on the objectivity of the results. When the results reflect closely the real performance of civil servant, benefits can be gathered optimally. Without reliability, the results are only rhetoric and formality as part of bureaucracy in the public institutions. From the observation, there are several benefits received by Banyumas Regency from practicing the performance appraisal systems. Behavior appraisal has several advantages. It simplifies individual evaluation since it does not need preparation such as target setting in the beginning of the year. It also does not need complex calculation in the end of the year. Second, work behavioral assessment gives an opportunity to know the characteristics of civil servant.

In the other hand, target based appraisal also deliver several benefits such as: (1) clarifies and determines individual job functions and responsibilities; (2) explains the organizational goals to be achieved; (3) improves the motivation of personnel to reach their targets; (3) introduces sense of democracy inside the public institutions; (4) improves motivation and self-esteem; and (5) delivers feedbacks for better HRM practice and next target settings.

With defining targets, each civil servant gradually learned how to explain in detail the duties of their office. So the civil servants become more focused in their work. Since the individual duties come from derivation of organizational goals, directly or indirectly they recognized the “big picture” of organizational visions and missions. Performance appraisal are also opens the opportunity of civil servant to show their ability. This is important, because every civil servant need acknowledgement of their performance. This acknowledgement can be used as prerequisite of many human resources activities and to motivate themselves. Civil servants who get performance appraisal above 75 or in “good” range have an opportunity to increase their position and rank.

Performance appraisal system provides feedback for better other HRM activities. Ideally, the result of performance appraisal system can be used as primary consideration in upgrading of rank or position. Because it consists of historical performance of civil servant. The leaders can identify the track record of the person and recognize the capabilities. In the other side, punishment consideration is important for organization units. This element makes sure every personnel follow the rules and

procedures set forth in organization units. The Result of performance appraisal is also used by the supervisor to monitor the performance of each subordinate. If it is an employee's performance is low, then the employer will communicate with subordinates and motivating. As well as provide input and consideration during the preparation of SKP for next year. If the performance is good, then the target could be increased, whereas if otherwise, it needs to be discussed with the target of decent employment.

4.2 *Discussion*

In general, the prior appraisal system (DP3) can be distinguished apple to apple based on the indicators, source of scores, procedures used, characteristics and legal basis with the new system. DP3 based on Government Regulation No 10/1979 will examine only the personalities of civil servant. It does not consider any target or quantitative measurement, so the score is gathered 100% from this aspect. The observed behaviors cover eight aspects which are loyalty, work performance, responsibility, obedience, honesty, cooperation, initiative, and leadership. The procedure is very simple and held in the end of the year. There is no discussion between appraiser and assessed person that make it less democratic, subjective, immeasurable, less accountable, not participative, and not transparent.

Table 2
Comparison of Performance Appraisal Systems

	Prior System (DP3)	New System
Indicators	Behaviors : Loyalty, Work performance, Responsibility, Obedience, Honesty, Cooperation, Initiative, and Leadership	Behaviors : Service orientation, Integrity, Commitment, Discipline, Collaboration, and Leadership Targets: Quantity, Quality, Time, Cost
Scores	100% from behaviors assessment	40% from behaviors assessment 60% from targets
Procedures	Simple: Appraisal (December)	Complex: Targets Setting (January), Realization (January – December), Appraisal (December)

	Prior System (DP3)	New System
Democratic	No (it based on appraiser judgment)	Yes (it involves discussion among immediate superior as appraiser and sub-ordinates as assessed servant)
Characteristic	Subjective, immeasurable, less accountable, not participative, not transparent	Objective, measurable, less accountable, participative, transparent
Legal Basis	Government Regulation No 10/1979 on Civil Servant Performance Appraisal	Government Regulation No 46/2011 on Civil Servant Performance Appraisal

In the others side, new performance appraisal Government Regulation No 46/2011 will measure not only the personalities but also the realization of personnel's targets. It used quantitative measurement that shape more objective assessment. The behaviors components to be assessed comprise from service orientation, integrity, commitment, discipline, collaboration, and leadership. While the targets will express in terms of quantity, quality, time, cost. The used of quantitative measurement will establish more objective, measurable, less accountable, participative and transparent appraisal system. During the process, there is collaboration between immediate superior and sub-ordinate such as in target setting. The civil servant also has opportunity to raise objection related to the appraisal results. These facts bring about democratic culture inside the Indonesian public institutions.

Performance appraisal system based on targets and behaviors allows local government to measure and evaluate civil servant performance in more comprehensive ways. Behavioral assessment can ensure the civil servant to work in good manners while targets appraisal deliver more objective and fair assessment by providing quantitative data. However these kinds of advantages come along with a number of constraints that must be overcome to improve the effectiveness of the system.

4.2.1 Inflexible Individual Targets

After the targets setting, civil servant has no possibility to change their targets. The targets are noted in an SKP form and send the copy to BKD Banyumas. Then the targets are used to be references personnel's daily activities. In other side, usually there are internal

or external factors that forces personnel to change or append their responsibilities such as superior's commands and demands. The problems arise when most of civil servants in Banyumas Regency work based on tasks given by their superiors are not stated on SKP form. These kind of duties will be not scores or score lower then duties stated in SKP.

On the other case, targets of civil servant also interrelated with the annual targets of organizational unit "*Rencana Kerja Tahunan or RKT*". When the budget approval in the respecting year is late or drop, the civil servant targets will also be delayed or dropped. There is also interdependency among personnel to personnel and institutions to institutions. In case of failure in one part, it will influence the other parts. Therefore, actually individual targets are prone of revision and adjustment. However, there is no mechanism of target changing after targets approval.

Individual targets also emerge problems in local government which collectivism is hold tight by its personnel. The practice of performance appraisal cannot be separated from the social context. Banyumas Regency emphasizes the culture of collectivism usually called "gotong royong". John R. Bowen (1986) explained that gotong royong can be described as mutual assistance. It is a manifestation of individual toward the community. In Javanese language, gotong royong means "several people carrying something together".

Banyumas people including civil servants will always help each other voluntarily because they believe on the reciprocal mechanism. Ones they help others they will be helped by others in the other time. In the public institutions, civil servants are working as a team to accomplish common goals. Even there are formal divisions inside the institutions, but the responsibilities of personnel are blur and mixing one to each other. Performance appraisal based on targets suggest civil servant concerns on the individual targets. It builds a clear boundary of responsibilities among the workers. In some ways, the boundary brings about conflicts of interest among personnel. Under the spirit of competition, they need to achieve the targets without compromising other interest. Therefore, adopting solutions from other countries are more challenging than transferring physical technologies. Government should make a comprehensive observation before practicing a system from Western Countries.

4.2.2 Complexity of the Procedures

Standard Operating Procedure (SOP) of performance appraisal is clearly described by Government Regulation No 46/2011 and Head of BKN Regulation No 1/2013, but it does not mean civil servant can easily practice the appraisal system. The procedures are highly complex especially in the targets setting

stage. Civil servants have difficulties to set their targets. It is confusion to break the duties down into aspects of quality, quantity, time and cost. This complexity makes civil servant does not comfortable with the system.

In the past, when government utilized the old appraisal system (DP3), all of the evaluation processes are handled by the line leaders. Staff members used to be the passive actors. Therefore they have no experience with performance appraisal processes. Today, the system needs collaboration between leaders and subordinates. In addition, long practice with “business as usual”, the staffs does not understand what their duties are. Most of civil servants have difficulties to describe their duties and to set the targets. They face a lot of procedures to follow. Every score they create should refer to a set of rules.

The leader as appraiser also has difficulties with the procedures of the system. As explain before, the aspects of evaluation cover quantity, quality, time, and cost. When time and cost is relatively easy to monitor, the appraiser need more focus to monitor and evaluate the aspects of quantity and quality. For instance, the leaders will have difficulties to check the actual works of personnel that have primary duty in archiving official documents. Person who works in Sub-Unit of Data Processing in BKD can handle thousands personnel documents in a month. The documents are official should be manage properly. This management of archive covers: (1) listing in agenda; (2) classifying the document based on the types; (3) input to the computer; (4) archiving the document in archive room.

Above condition raises a question how the leader of the sub-unit will monitor and evaluate the quantity and the quality of the works? The leader will has difficulties to count the number of documents managed by a person. Since quality is an abstract matter, the line leaders are also difficult to determine the quality level of their works. The leader usually a busy person of course it also be another reason how difficult to monitor the quantity and quality of subordinates’ jobs.

Edward III (1980) stated that while SOPs save time by enabling officials to avoid main individual judgments about specific situations, they may be inappropriate in many cases and may impede the implementation of policies.

4.2.3 *Bias and Less Reliable Results*

The current performance appraisal system seems fails to provide feedbacks for performance improvement. Similar with DP3, there is uniformity on the performance scores. All of the scores are given above 75 especially for the behavioral appraisal. The score is basic values to obtain improvement on salary, rank, job promotion as well as future training. As a result, the Author feels the system is directed to ensure

every personnel passing the administrative requirements for administrative rewards.

Although behavior assessment has several benefits such as recognition of civil servant characteristics and capabilities, it works based on appraiser assumptions and tends to be subjective. The appraisers have an opportunity to score their subordinates without any scientific evident. The subjective performance appraisal brings about low in accuracy. It triggers the opportunity of lack of consistency in effect on different groups of personnel. Appraiser has personality-based tendency toward or against the subordinate as object of the evaluation. In nature, every appraiser has biases that sometimes influence the performance appraisal results. Behavior appraisal is also less transparent. The subordinates will not know the reason behind the scoring on their works. Sometimes, subordinates need to know about the reasons but they are afraid to ask to the appraiser. Referring to the Werther and Davis (1996), there are several types of bias such as halo effect, error of central tendency, leniency and strictness bias, cross-cultural bias, personal prejudice and recently effect.

In Banyumas Regency, the bias usually comes when some appraisers are more comfortable to make scores in around central “good” range or around 80. This is because they do not like to rate their subordinates as effective or ineffective. Commonly, they choose an option near the center of the rating sheet. This also relates to the culture of Java that always respecting others. The another bias is about “recently effect”. Recent actions look more visible than earlier actions. Recent actions, either good or bad, are more likely to be remembered by appraisers. These problems found after the leader changing. When the leader has limited knowledge about the subordinates, the leader will refer to the recent actions.

4.2.4 *Lack of Appreciation for Performers*

Recently, local government of Banyumas Regency has yet established a link between individual performance and rewards system. Naturally motivation of personnel can be leverage with an adjustment in salaries or incentives. Rewarding good performer with more money is believed to be the effective way to motivate personnel reaches their targets. With the freedom provided by the decentralization, the local leader has strong of authorities in public administration as well as on using the local budget. The turnover of leader usually strongly affects the implementation of civil servant management in the respecting region.

The Author found many dissatisfaction from civil servants about the implementation of new performance appraisal system. They feel the system pushed them with many targets but there is no compensation for the efforts. It made them less motivated to reach the targets. In addition remuneration policies across the central

institutions indirectly influence on the perspective of local personnel. They demand better finance reward such as what accepted by their colleagues in central institutions. Nevertheless, recent days the authorities of local leader are limited by the amount of local budget. Majority of local governments in Indonesia used more than half of their budget for personnel matters. In Banyumas Regency, personnel expenditure is always dominating the local budget components.

In this kind of circumstances, local leader is difficult to motivate the personnel in instantly. Local government should find alternative methods to attract personnel accomplishing their annual targets. Otherwise, the satisfaction of personnel will deteriorate because similarities of treatment between good and poor performers.

5. Conclusion

After examined about the practice of civil servant performance appraisal in Banyumas Regency, it can be concluded that Although technically Banyumas Regency has already fulfilled the guideline stated in government regulation, the objective evaluation cannot be reached optimally. This is because of several problems as follows: (1) Individual targets are actually in contrast with the culture of collectivism in Indonesia; (2) complexity of procedures emerges difficulties on targets settings, targets realization and evaluation; (3) behaviors appraisal is prone of bias and less reliable appraisal results; and (4) Civil servant has lack of working motivation due the absent of rewards.

Practicing of Western technique in Indonesian cultures needs an advance consideration. Different contexts of implementation can reduce the effectiveness of the system. In case of Banyumas Regency, with limitation in personnel number and local budget, basically the new performance appraisal system has not reach its objectives in establishing a kind of fair and reliable civil servant evaluation.

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