

System of Employee Performance Evaluation in The Regional Employment Board (Bkd), South Sulawesi (An Assessment of the Performance-Based Management Perspective)

Sangkala, M. Si¹, Hamsinah, M. Si²

Faculty of Social & Political Sciences, Public/State Administration, Hasanuddin University, Indonesia

Abstract: *The performance of local governments every year is evaluated by various agencies, both derived from the institutions of the government itself or from various non-governmental organizations. Their findings showed that the local government performance was disappointing, particularly the results of research communities. It seems that the efforts of local governments in order to improve their performance by evaluating their performance did not, both on the organizational and employee levels, yield the results as expected. It is quite interesting to observe why the performance evaluation system that had been existed and applied but it was not been able to make any positive contribution in improving the performance of government organizations. Based on this assumption, the study was carried out by selecting its location at the Regional Employment Board (BKD) in South Sulawesi. In addition, the study also tries to formulate such an employee performance evaluation system as an alternative solution to the ineffectiveness of the employee performance evaluation system that has been implemented at BKD. To formulate such an alternative employee performance evaluation system in South Sulawesi province, this study is oriented and based on the performance-based management perspective by using qualitative approach on the level of an explanatory analysis.*

Keywords : Evaluation, Performance, Performance Based-Management, Perspective, Regional Employment Board (BKD).

1. Introduction

The issue of good governance in Indonesia has become a central issue, and it exists as the demands of society. The demands increasingly sounded such loud echoes along with the emergence of the reform movement that intended to restructure the system of economic, social, cultural, societal values and the government. The government system, that had been built for approximately more than thirty-five years, burdened by so many tasks to strengthen the New Order regime. Therefore, one of the demands in the field of governance reform was the growth of such governance practices that have high accountability and transparency to their stakeholders (Good Governance).

As part of the demands for reform, the improvement in public sector management becomes a necessity, because the field of public management reform is seen as part of good governance. Therefore, both the current focus and the orientation of activity are no longer on administrative bureaucracy, but they have shifted towards management. If so, then the principles of efficiency, effectiveness, and economy (3E), both in carrying out all organizational activities and utilizing the organizational resources, should be measurable. Such measurable activities will, both in the implementation and its results, be more accountable compared with the non-measurable ones. If so, then the preparation of such a measurement system becomes a necessity so that the performance measurement system is able to meet the basic principles of good governance. They are accountability and transparency, so the results of the performance achieved by any government office can easily be accessed and assessed by the public. Thus, the accountability and the transparency of the organization become a necessary condition, if such a government agency, which has implemented such good governance, wants to be

recognized. One of the most important components of an organizational attributes is, regarded as accountable, the optimal performance, if an organization is able to demonstrate it. As explained above, that in practical level, it seemed, based on various survey findings, that the performance of most government institutions up to now has not yet be able to changed and moved from the public disappointment. The government agencies (bureaucrats) still show no friendly faces and cause problems when the community members dealing with the bureaucracy.

One of the reform efforts is, undertaken by both central and local government, how the government performance is able to be improved continuously. Various instruments have been carried out by the government through various bureaucratic regulations to encourage the government bureaucrats are able to fulfill the societal expectations. For example, to measure the performance of agencies, the government issued a Presidential Instruction No. 7 of 1999 concerning the performance accountability on Government Agencies (AKIP), and State Administration Institutions and Decision No. 239/IX/ 06.08.2003 on Guidelines for the preparation of the Government Performance Accountability (AKIP). Similarly, to measure the performance of civil servants, Government Regulation No. 10 of 1979 on List of Job Performance Appraisal of Civil Servants was issued. Although various government rules had been issued to encourage the performance quality of government agencies, but up to now, according to the results of the performance evaluation of the Ministry of Administrative Reform and Bureaucratic Reform released each year, the quality of the performance only received grade under A point. There is no yet one government institution receives grade A. Conceptually, this condition can occur when the organizational system is not built as an integral part of the functions of activities that take place in the organization.

Thus, the system will be an unfamiliar system within the organization. Therefore, the system is used to drive performance measurement system that is, by design, as the trigger for each actor in the organization to maximize their performance. It means that the system should be built into the internal part of management activities in the organization.

1.1. Research Questions And Research Purpose

In regard to the above illustration, the need for management practices that were able to move all organizational components which be able to pour the entire potential for improving performance not only at the level of the organization, but up to the team and individual/employee levels. The improvement can be achieved through a strategy called Employee Performance Appraisal System Based on Information Technology. This system is more emphasis on how the performance indicators compiled by the plans or objectives of the organization, and then proceeded by elaborating them into the indicators of unit/team, and individual. These individual indicators would then become the basis of the performance of the organization. Thus, the performance at the individual level becomes a control point and the basic management as well for the successful achievement of the organization's objectives. This system will build an organization capable of delivering optimal performance for the performance is, that has been established, achieved through improved individual and team performances, and up to the level of organizational one. In addition, this system is able to provide a mechanism of accountability and transparency as required by the principles of good governance as it integrated into the information and communication technology. It must be admitted that up to now, the performance measurement system, used by local government, has not yet been fully able to push the performance of the organization that departs from the real targets to be achieved by the local device. Based on these assumptions, the study was, on the employee performance measurement practices in the Regional Employment Board of South Sulawesi, implemented by the following research questions and the research purpose;

- a) How is the employee performance evaluation system in the Regional Employment Board of South Sulawesi province current?
- b) How should be the form of the basic formulation of the employee performance evaluation system that may objectively assess the employee performance and

integrated with the strategic management at the Regional Employment Board in South Sulawesi?

The research focus is more aimed at uncovering how the employee performance measurement system and the weaknesses of this evaluation system that are practiced in BKD, and it attempted as well to formulate a new performance evaluation system which is relevant not only to BKD itself, but also to the applicable government rules.

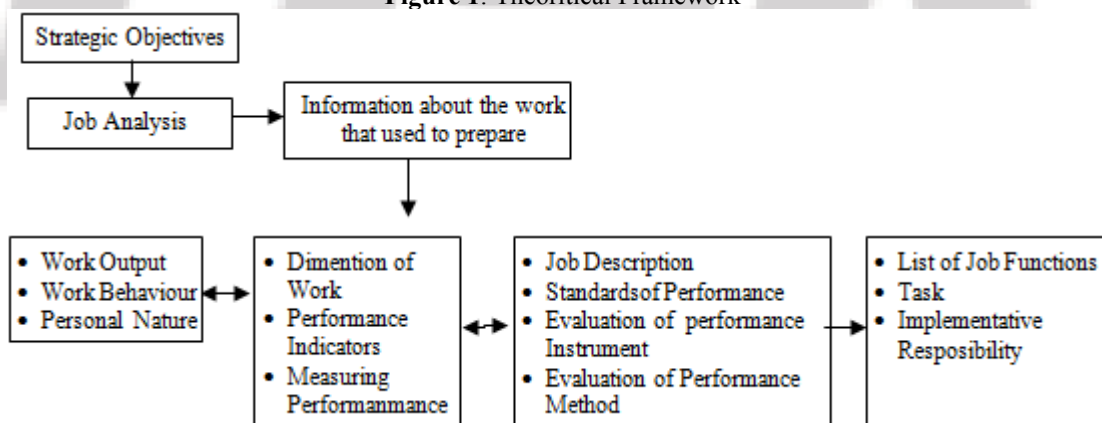
1.2. Research Method

System based on information technology Regional Employment Board of South Sulawesi is designed to identify problems ineffectiveness employee performance evaluation systems that have so far, and to formulate an alternative evaluation system to overcome the weakness of the system that has been implemented so far. For research purposes, the approach used is qualitative one with the level of an explanatory analysis. The focus of the research is directed at the employee performance evaluation system located at the office of the Regional Employment Board of South Sulawesi province. Data was collected by in-depth interviews. To analyze the data obtained from the field, they were analyzed qualitatively by some research stages that preceded by preliminary study and surveys, data collection, data processing and discussion and conclusion of the study.

2. The Research Findings and Its Discussion

This study refers to the frame of mind, notion, as in Figure 1. This image provides such direction and systematic preparation on the employee performance evaluation system. The notion states that performance management is a strategic and integrated approach to deliver sustainable organizational success by improving the performance of the people who work in it and by developing the capabilities of individual contributions (Armstrong and Baron, 1998). Performance-based management requires the performance measurement system will be successful when the performance measurement system is seen as an activity integrated with such strategic objectives of the organization. The strategic objective is to develop some indicators pointing acting into the primary keys (key performance indicators), which is then further distributed to the individuals level employees.

Figure 1: Theoretical Framework



Based on the strategic objectives, such a further analysis on the job is conducted to generate such information about the job that contains the job description. The list of job functions, duties and implementation of responsibilities are analysed in the job descriptions. Such drafting of the performance standards that would produce the performance evaluation instruments based on the performed job descriptions. The evaluation methods need to be prepared so the instrument performance evaluation can be performed well. To produce a performance evaluation instruments, such an action is necessary to determine the work dimensions which contain such performance indicators. Those work dimensions may use the work output, work attitudes, personal characteristic approaches, or mixed methods.

Based on the field findings, the study found that the performance evaluation system that applied in South Sulawesi BKD has two forms. First, the evaluation is intended to measure the performance of an organization called the Government Institutional Performance Accountability Report (LAKIP). The performance evaluation indicator refers to the annual work plan BKD which is derived from the strategic plan. Definition and method of the measurement refer to the decree of President No. 7 of 1999 concerning the performance accountability of the Government Agencies (LAKIP) and to the Decision of Administration State Institutions No. 239/IX/06.08.2003 on Guidelines for the preparation of the Government Performance Accountability (AKIP). Secondly, the evaluation to measure the employee (individual) performance, the definition and method are based on Government Regulation No. 10 of 1979 on May 15, 1979 Date of Performance Appraisal of Civil Servants Work (DP3).

To assess the performance of the organization, its criteria are quantitative ones, they are dimensional conditions, given time implementation, effective use of financial resources, the effect of an effort (outcomes), and the standard of absolute zero. While for DP3, such criteria used to measure employee performance are dimensions of their work, work behavior which summarized into eight dimensions: fidelity, performance, responsibility, obedience, honesty, cooperation, initiative, leadership.

The weakness of the employee performance evaluation system is not, used in BKD, only a source of relevant aspects of the determination of indicators that do not have direct linkages with the objectives of the organization, but it is derived from the viewpoint of management as well. On the basis of these considerations, this study recommends to formulate the basis of employee performance evaluation system that uses basic thinking performance-based management. That employee performance measurement system should use integrated thinking patterns between employee performance appraisal indicators with targets to be achieved organization (BKD).

3. Conclusion

Based on the results of research on the employee performance evaluation system in the Office of the Regional

Employment Board of South Sulawesi province, it can be summarized as follows :

1. Employee performance measurement system implemented in South Sulawesi at BKD, in principle, is not use performance-based management approach yet. This means that the preparation method of the dimensions of the work, until the indicators, is not based on the assessment or refer the strategic objectives of the organization. Although, those indicators mentioned that size of job performance should be measured, but they are not as an integrated part of the organization's work goals in BKD. In addition to the size of the work, there is also a form of performance indicators for work behavior and personal nature, but in the assessment guidelines it is not explicitly intended to be related to the organization's strategic goals.
2. Addressing the employee performance evaluation system conditions at BKD which do not meet the principles of performance measurement system, based on management, this research tries to formulates such an employee performance evaluation system with a mixed approach by using the output dimension as a job performance, a work behavior which has a relation with the attitude of an employee who should be shown to support their tasks, and personal qualities are also sought displayed in order to support job performance.

References

- [1] Armstrong and Angela Baron. 1998. *Performance Management The New Realities*, London: Institute of Personnel and Development.
- [2] Chang, R. 2011. *Measuring Organizational Performance*. Jakarta: PPM Manajemen
- [3] Fowler A. 1990. *Performance Management: the MBO of the '90s?* London: Personnel Management.
- [4] Fletcher C. 1993. *Appraisal: An Idea Whose Time has Gone?* Personnel Management. UK: Institute of Personnel Management
- [5] Julnes, Patria de lancer, 2009. *Performance-Based Management System: Effective Implementation and Maintance*. USA: CRC Press taylor & Francis Group.
- [6] Kessler, Robin, 2011. *Competency Based Performance Review: Evaluasi Kinerja Karyawan Untuk mencapai Sasaran Strategis Organisasi*. Jakarta: PPM Manajemen.
- [7] Popovich, Mark G. (editor). 1998. *Creating High-Performance Government Organization*. San Francisco: Jossey-bass Publisher.
- [8] Robert S. Kaplan and David P. Norton. 2001. *The Strategy-Focused Organization: How Balanced Scorecard Companies Thrive in the New Business Environment*, Boston: Harvard Business School Press.
- [9] Roger S. 1990. *Performance Management in Local Government*, Jessica Kindsley Publisher, London.
- [10] Smith, Malcom, 2005. *Performance Measurement & Management: A Strategic Approach to Management Accounting*. London: Sage Publications.
- [11] Wilson, J.B. 2011. *Planning for Excellence Performance: Merencanakan Kinerja Unggul Karyawan*. Jakarta: PPM Manajemen.

Documents

Presidential Decree No. 7 of 1999 on Accountability of Government Agencies performance (AKIP) Administration State Institutions and Decision No. 239/IX / 08.06.2003 on Guidelines for the preparation of the Government Performance Accountability (AKIP). Jakarta: Secretariat of State.

Indonesian Government Regulation No. 46 Year 2011 about Job Performance Appraisal of Civil Servants, Jakarta: Secretariat of State of RI

Author Profile

Prof. Dr. Sangkala MA is a professor and lecturer at Faculty of Social & Political Sciences, Hasanuddin University in Makassar, South Sulawesi, Indonesia. He was graduated from Hasanuddin University, in his first degree 1988, in Administration. He finished then his second degree from University of Indonesia in 1999, in Business Administration. His Phd degree was graduated from University of Indonesia as well, in Administration in 2005. Now, he is the chief of Administration departement in Fac. Of Social & Political Sciences, Hasanuddin University. He is also as a social researcher. In last 5 years he has conducted several social studies, among other are "A Model of Innovation Strategy of Small Industries Organization Beverage Passion In Improving Organizational Competitiveness in Makassar," and "Monitoring systems and mechanisms For Quality Assurance In Management and School Levels."Some articles have, concerned about the public administration, been published in some local journals.

Dr. Hamsinah Msi is a professor/lecturer at Hasanuddin University, at Faculty of Social and Political Sciences, in State/Public Administration. Now, she is the secretary of the State/Public Administration Departement. She was graduated from Hasanuddin University for her first degree, in State Administration in 1985. She then completed her Magistration degree, in Population Studies in Gadjah Mada University in 1995. In 2009, she finished her Phd in Public Administration, in Brawidjaya University, Indonesia. She is a social researcher as well and has conducted some studies on public administration, among other are "Public Service Performance in Perspective NPM (Study of Customer Focused Service Delivery Model At Fresh Water Local Enterprises in Makassar, PDAM)," and "Traditional Market Management Policy Implementation and Modern Market in Makassar," and "The Public Service Performance in Perspective New Public Management (NPM) (A Customer Model Focused on Service in PDAM Makassar City, in 2012)," Two of these studies were published in Scientific Research Journal, SCIRJ, Australia in Vol. 1, Issue III, October 2013, and in International Journal of Social Science Tomorrow, IJSST, India, Vol. 2 No. 8, August 2013.