

## **Performance Appraisal for Civil Servant in Department of Public Works Cipta Karya of South Sumatra Province**

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### **Abstract**

The Public sector organizations providing services to the public are always familiar to human resource challenges and problems. This is an exploratory study conducted in Department of Public Works Cipta Karya of South Sumatra Province, a supporting institution of South Sumatra Provincial Government that has a fundamental duty to assist the governor of South Sumatra Province in implementing the decentralization and deconcentration of residence, in order to explore its performance appraisal (PA) system and its implementation with regard to human resource functions. Data were collected by distributing questionnaire to its civil servants who become parts of the sample, they were 100 from 218 people as a population. All questionnaires were returned. The organized questionnaire contained five indicators separated in tables. Those were (1) transparency and objectivity of criteria including 11 questions, (2) opportunity to be advance including 8 questions, (3) motivation including 3 questions, (4) performance problems including 3 questions, and (5) feedback including three questions. A Head of Human Resource Section helped in collecting the secondary data about organization profile and the quantity of its civil servants. As a result, the PA method in this public sector organization was fundamentally good, but the implementation of it was not objective with regard to human resource functions.

## I. INTRODUCTION

### 1.1. Background

For most organizations, performance appraisal for employees is a very important tool in human resource management. Performance appraisal (PA) is very useful to determine who gets promoted, demoted, transferred, and dismissed. Furthermore, it is closely related to human resource development. For example, an organization can use the results of PA to determine who requires formal training and development opportunities.

PA is also used by organizations to motivate and improve the performance of employees individually. By demonstrating their strengths and weaknesses, and which areas need to be repaired and improved, appraisers can enhance the focus of attention of employees on matters that will provide the best positive benefits. Moreover, strengthening behavior of employees can provide the best positive benefits that will motivate them to continue their work.

A well-design PA system encourage employees individually to be able to work in teams. If it is a purpose of the organizations, so they must face many challenges in designing and implementing the work teams. Obviously, individual PA system will not be maintained. In fact, the implementation of individual PA system for employees work with high dependency tasks can lower their motivation to work. Instead, the pressures of peers can be a solution. Teams that manage their own membership require an approach in assessing performance, and need a redesign of the traditional approach. PA can be conducted either individually or in teams. Some appraisers may be supervisors, peers, employees, subordinates, computers, and customers. Then, the PA can be conducted once or more a year depending on the characteristics of the organizations.

Department of Public Works Cipta Karya of South Sumatera Province is a government service supporting element in the construction of basic infrastructures and facilities, that their main duty is to help the Governor of South Sumatera Province in implementing the decentralization of authority and duties in the field of residential deconcentration. Cipta Karya provides four service domains to public encompassing (1) Procedures and residential space, (2) The housing and buildings, (3) Water and environmental sanitation, and (4) Development of urban areas.

Structurally, Cipta Karya is led by a Head of Office with 218 regular servants (civil servants & the candidates), which is the 217 of civil servants and a candidate in 2012. The classifications based on rank, position, and level of education can be seen in the tables in appendix 1.

Human resource management in Cipta Karya is led by a Head of Sub Division of Human Resources directly responsible to the Secretary. It has the following tasks:

- a. developing, preparing and conducting inventories of data on servants;
- b. preparing materials and process of recruitment, selection and placement, disciplinary punishment, dismissal, transfer, leave off duty and all things related to staffing;
- c. preparing development plans, employee education and human resource plans;
- d. taking care of employee welfare;
- e. preparing regional plans of legal products, and documentation;
- f. carrying out other tasks given by the head in accordance with its function.

Strategic issues related to employment faced by Cipta Karya are the limited quality and quantity of employees that have certified related to skill required, lack of motivation, and threats that the employees do not charge formation as needed. Subsequently, it had

set a goal regarding HR management that is the availability of human resources in a creative, productive, innovative and caring.

### **1.2. Research objective**

The objective of this research is to examine the performance appraisal system and the application in Cipta Karya of South Sumatera Province as one of public services existed in the Provincial Government of South Sumatera.

## II. LITERATURE REVIEW

### 2.1. PA and its purpose

PA is a formal evaluation of the performance taken by employees individually or in teams in organizations. In teams, appraisals may be more critical for organizations with a lot of work done by work teams, but the focus in most organizations still rely on individual. The purpose of PA is to determine ones among the officials will be promoted, demoted, transferred, and dismissed. Of course, it is strongly associated with the training and development as well as rewards and punishments used to motivate employees.

### 2.2. Subjective versus objective PA

Organizations had better to choose at which level of PA to be objective (evaluating the standard performance required versus specific) versus subjective (evaluating how well the performance of employees in general). Subjective appraisal can be important when the desired characteristics of the performance are difficult to be measured quantitatively. For example, an objective appraisal of communication skills is a very difficult task. Formal PA may include both objective and subjective. PA standards will be based on job requirements regarding to job analysis has been prepared. Nonetheless, the more objective PA, it is frequently time-consuming and expensive to develop. Thus, organizations must weigh the costs and benefits in determining an effective and efficient PA form.

### 2.3. Frequency of PA

Traditionally, most organizations recommend the appraiser to conduct PA in every 6 or 12 months. PA can be carried out very oft because of negative views on the internal organization climate about PA process. This is a strain for both employees and managers, especially when the performance showed results below the expected standards required.

### 2.4. The performance appraisers

*Supervisors.* A supervisor is the most direct head overseeing the employees. To assess the performance effectively, the supervisor should contact the employee and frequently able to obtain information specifically related to performance. Although it has been assumed that the level of this relationship will appear regularly, but many supervisors do not actually have the opportunity to observe the employees behavior.

*Co-workers.* In some situations co-workers can assess the performance of their peers. An organization may choose to support peer appraisal, and very likely when the relationship between supervisors and employees is limited. In addition, to manage a team working on his own team, ranked by their peers work is an important component in the performance appraisal system.

*Individual employees.* Sometimes, employees are given the opportunity to assess their own performance. Although many refuse to accept the measurements themselves, it can be very valuable information to the supervisor. Disputes between supervisor and employee assessment would be a reason for concern. Disputes often arise because of a lack of communication and performance feedback from the employees. When the ratio indicate a dispute, this information can be used to convince managers to increase the amount of feedback to the employee in the future.

*Subordinate employees.* If there is a very useful information, so it is important to support the subordinate to be honest. Candor, of course, it may appear as subordinates to ensure anonymity and no fear of retaliation. Information from subordinates is useful not

only to determine how well the managers or heads communicate, plan, delegate, and organize, but also to identify areas of common problems in the department. Some managerial judgments can be valuable when the information have collected in a situation with full of confidence and candor.

*Computer.* Computer-assisted management involves the use of computers to monitor, supervise, and evaluate the performance automatically. Supervise an employee with a computer at risk of attack to personal issues. Some lawmakers have legislation limiting the use of computers to control the organization. Although troubling, the computer can be a valuable assessment of the human resources manager.

*Customers.* In organizations that provide services products, the customers are in a perfect position to provide good feedback performance. For example, guests who came out of the hotel after using a regular hotel services are required to complete a response card on how their satisfaction during their stay at the hotel and the services given by employees.

*Job.* Finally, the employees at all levels within an organization can receive feedback from the work they do. Similarly, employees associated with the work situation with a high dependence-that is, an employee who is not able to do his job without input from others, constantly concerned about their performance levels and realize that others are waiting for them to provide the required part of employment information.

## **2.5. PA process**

The initial step in the PA process is to identify specific goals. A PA system may not effectively provide any desired destination, so, management should decide on specific goals which are believed to be the most important and can be realistically achieved. So many fails due to the PA system relies so much on a method and did not specify really what is needed for a finishing system.

The next step is preparing the criteria for performance standards followed by communicating it well. When a work is done, appraisers began assessing performance. Finally, at the end of the period, appraiser and employers appraise jointly to review the job performance with the PA. This study helps determine how well the employee has been matched to the performance standards, determine the strengths and weaknesses of performance as well as the reasons for, and develop a plan of correction. In the correction step are prepared a number of improvements to be achieved in the next period of appraisal.

### III. RESEARCH METHODOLOGY

The study was designed in the form of a quantitative approach by implementing the descriptive analysis. Data collected include the primary and secondary data by distributing questionnaires to respondents and collecting guidance books, the strategic plan book, and regulations book from the Head of Human Resource Management Section of Cipta Karya. The office of Cipta Karya is located in *Jalan Ade Irma Nasution Nomor 10 Palembang*.

The population of this study included all regular servant (civil servants and the candidates) within the Cipta Karya of a total of 218 people. The sample was determined by using the random sampling method to 100 respondents. All questionnaires distributed had been collected in two weeks. They referred to the research conducted by Saibou "Performance Appraisal in the Public Sector in Niger" (2011).

In this study, the research variabel is PA. It can operationally be elaborated into indicators and qualifications. See table 3.1 in appendix 2! The data have been collected, grouped and calculated based on each indicator and then analyzed descriptively. Descriptive analysis was performed to answer the following questions:

1. How about transparency and objectivity in PA for civil servants in Cipta Karya?
2. How about opportunity for advancement for civil servant Cipta Karya?
3. How does PA motivate civil servants to work well in Cipta Karya?
4. How does PA solve work problems in Cipta karya?
5. How does PA give feedbacks to civil servant servants in Cipta Karya?

## IV. RESULTS AND DISCUSSION

### 4.1. Cipta Karya and its PA implementation

Cipta Karya is a unit of the Government of South Sumatra Province that has main duty to assist the Governor of South Sumatra in implementing decentralization and deconcentration of authority in the field of housing. Cipta Karya provided is not directly related to the community, but has job description (*Tupoksi*) in the provision of basic facilities and the results can be directly perceived by the public. Field services provided include (1) Spatial and Settlement, (2) Tata Housing and Buildings, (3) Water Supply and Sanitation, and (4) Urban Development.

Performance appraisal for civil servant conducted under Government Regulation Number 10 in 1979 concerning the implementation of civil servant job. The appraisal includes 8 elements (loyalty, work performance, responsibility, obedience, honesty, cooperation, initiative, and leadership). First of all, *loyalty*. The meaning of loyalty was loyalty, obedience, and devotion to Pancasila, the Constitution of 1945, the State, and Government. Second, *work performance*. Work performance is the result of work accomplished in a civil servant carrying out the tasks assigned to him. In general, a civil servant job performance is affected by skill, experience and sincerity of the concerned civil servants. Third, the *responsibility*. Responsibility is the civil servant ability to do the job as well as possible and in a timely manner and bold bear the risks of his decision or actions. Fourth, *obedience*. Obedience is the ability of a civil servant to obey all laws and regulations applicable service, service follow orders given by superior authority, as well as the ability to not violate the prohibition specified. Fifth, *honesty*. In general, the meaning of honesty, sincerity is a civil servant in performing the tasks and the ability to not trespass the authority given to him. Sixth, *cooperation*. Cooperation is the ability of a person's civil servants to work together with others in completing the task something that is determined, in order to reach the effectiveness and efficiency as much as possible. Seventh, the *initiative*. Initiative is the ability of a civil servant to take decisions, measures or implement any act required in carrying out basic tasks without waiting for orders from superiors. Eighth, *leadership*. Leadership is the ability of a civil servant to convince others that can be deployed to its full potential to perform basic tasks.

Assessment is conducted by the appraisal officer, the immediate superior for civil servants assessed, with the lowest possible terms for affairs chief and in equivalent. The officers assess the implementation of the work at the end of December of each year with appraisal period from January to December. The value expressed as the implementation of the work can be seen in table 4.1.

Value for each element of the implementation, is the average of the sub element appraisals. Each element of appraisal of the value determined by the numbers first, then the specified value called. The results is outlined in the list as needed. Appraisers officials will be assessing the implementation of the work, if he or she had been in charge of the civil servant concerned at least 6 (six) months. If the list required for the implementation of a mutation of the civil service, while official appraisers 6 (six) months of the civil servant charge is no yet assessed, then the officer may make an assessment appraiser execution of work by using the materials left by an old assessor officials.

The list of appraisal for work implementation that is given by the appraisal officers to the civil servants being assessed. If the civil servants approved appraisal appraisals against him as detailed in the appraisal implementation of the work, then he signed his name in the space provided. The list must return the work that has been signed by him to the appraisal officers at the latest within 14 days, from the date of receipt of the job list of

appraisal for work implementation. The list that has been signed by the acting assessor and by the civil servants judged by the officials sent to the superior appraisers no later than 14 days from receipt of return list of appraisal of work implementation for civil servants who assessed.

If the civil servants who objected to the assessed value in the list either partially or completely, then he or she can file an objection in writing to the appraisal officer supervisor. Objections are presented in the space provided in the list with the reasons. The above objection is delivered through a hierarchy of channels within a period of 14 days from the date of receipt of the job list of appraisal implementation. Objections were raised over the time limit of 14 (fourteen) days can not be considered again. Appraisal officials provide a written response to the objections of civil servants are assessed in the space provided and, send the list to top appraisal officers no later than 14 days from the time he received the list assessed. Superior officers examining carefully appraiser the list. If there are sufficient reasons, Top officials assessors can make changes to the value listed in the list. When changes had made, it can not be bothered. The list is legitimate after ratification of the superior officers. The list is a confidential personnel document. It is recorded during 5 years from the year of manufacture. Lists that has more than 5 years is not used anymore and can be destroyed according to procedures set forth in the applicable legislation.

#### **4.2. Characteristics of respondents and their responses**

*Transparency and objectivity in PA.* Respondents who had been randomly selected to complete a questionnaire grouped into class, occupation, and education. Here is a grouping of respondents based on respondents' answers on the questionnaires returned 100% (table 4.2).

Based on the answers of respondents in the questionnaire have been grouped into table 4.3. Transparency and objectivity of PA is determined by four qualifications developed into 11 questions. These qualifications are (1) Transparency of assessment criteria, (2) Objectivity assessment criteria, (3) Objectivity assessment of the employer (likes and dislikes), and (4) Explanation of employer and employee understanding.

From the table in mind there are three qualifications to value ratio in excess of 1, and a qualification that is a third indicator (feeling like and not like your boss) with a ratio value below 1. That is, assessment of performance is transparent, objective, clear and understood by employees, but employers who judge still judge with a sense of likes and dislikes.

The average total ratio of respondents who agree with the answers that disagree that is equal to 13.61 or 93.15%. This means that the answer is equal to 13.61 times agree to disagree that PA is transparent, objective, and is described by a supervisor in a clear and well understood by employees, or 93.15% of the respondent's answer is to support the claim that the PA are transparent, objective, and clearly explained by the superior and well understood by employees.

*Assessment of performance and opportunities ahead.* Based on the table 4.3. The questionnaire for the PA and opportunities for advancement is measured with the chance 2 qualifications developed into 8 grain questions. These qualifications are (1) career progress, (2) promotion, training and development.

From the table it can be seen that there are two qualifications that demonstrate the respondent's answer to the value of the ratio above 1. That is, the PA have developed career opportunities. The average total ratio of respondents who agree with the answers that disagree that is equal to 20.08 or 95.26%.



This means that the answer is equal to 20.08 times agree to disagree that PA is to advance the career opportunities of employees, or 95.26% of the respondent's answer is to support the claim that PA is an opportunity ahead in the career of employees.

*Performance appraisal and motivation.* See table 4.4! From the table it can be seen that the qualifications have a ratio above 1, means that PA is to motivate employees to be more diligent and disciplined. The average total ratio of respondents who agree with the answers that do not agree that is equal to 35.47 or 97.26%. This means that the answer is equal to 35.47 times agree to disagree that performance appraisal is to advance the career opportunities of employees, or 97.26% of the respondent's answer is to support the claim that performance appraisal is to motivate the employees to be more diligent and disciplined.

*Performance appraisal and performance issues.* See table 4.5! From the table it can be seen that the qualifications have a ratio above 1, means that PA is to help solve performance problems. The average total ratio of respondents who agree with the answers that disagree that is equal to 9.45 or 90.43%. This means that the answer is equal to 9.45 times agree to disagree that PA has been completed employee performance problems, or 89.42% of the respondent's answer is to support the claim that PA is to help solve performance problems.

*Performance assessment and feedback.* See table 4.6! From the above table it can be seen that the qualifications have a ratio above 1, means that PA is to help solve performance problems. The average total ratio of respondents who agree with the answers that disagree that is equal to 13.67 or 93.18%. This means that the number of answers that agree is of 13.67 times which disagree that PA is to provide feedback rewards and punishments, or 93.18% of the respondent's answer is to support the claim that PA is to provide feedback rewards and punishments.

*The average ratio of total indicators.* See table 4.7! From a total of 5 indicators that have been studied in the PA, it was found that all indicators show positive results is high (more than 1), and found the highest ranked at number three, namely assessment of motivation for work and 35.47, and the ratio average of 97.26%. Then, based on the ratio of the average indicators of the respondents found the response ratio of 18.456, or by 94.86%. That is, after all five indicators measured, it was found that 94.86% of respondents supported the employee PA carried out by a transparent, objective, clear and understood by employees. In addition, PA has been undertaken to motivate employees to progress, discipline and diligence, resolve labor issues, as well as providing feedback rewards and punishments.

## **V. CONCLUSION**

This study basically conclude that the PA system conducted in Cipta Karya was good regarding to five indicators:

1. Criteria of transparency, objectivity, and explanation and understanding in PA found among appraisers and employees are good once it still go with like and dislike factor.
2. PA supported career advancement, promotion, training and staff development.
3. PA motivated employees to be diligent and disciplined.
4. PA supported the completion of performance problems.
5. PA provided feedback in terms of rewards and punishments to employees.

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## APPENDICES

### Appendix 1

The number of regular servant in Cipta Karya of South Sumatera Province in 2012

Table 1.1 The number of regular employee based on level of career	
<u>Rank</u>	<u>Quantity</u>
I	2
II	31
III	176
IV	9
Total	218

Table 1.2 The number of regular employee based on position	
<u>Position</u>	<u>Quantity</u>
Structural	26
Staff	192
Total	218

Table 1.3 The number of regular employee based on level of education	
<u>Level of education</u>	<u>Quantity</u>
Master	19
Bachelor	84
Diploma Degree Level 4	4
Diploma Degree Level 3 & Baccalaureate	18
Senior High School	72
Junior High School	8
Elementary School	5
Total	218

### Appendix 2

Operation of the variable

Table 3.1 Operation of the variable by indicators, concepts, and qualifications			
<u>Num.</u>	<u>Indicators</u>	<u>Concepts</u>	<u>Qualifications</u>
1	Transparency and objectivity in PA	The degree to which an input and the PA process can demonstrate clarity and fairness through the appraisal criteria used in it.	1. Transparency of appraisal criteria 2. Objectivity of the appraisal 3. Employer explanation and employee understanding
2	Opportunities for advancement	The degree to which the PA can provide	Career advancement promotion, training and

		employee growth opportunities	development
3	Motivation	The degree to which a PA can motivate employees work.	Perseverance & discipline
4	Problems	The degree to which the PA can be a solution to the problems of employees work.	Problem-solving work
5	Feedback	The degree to which a PA results can provide a positive and negative feedback to employees.	Reward and punishment

Appendix 3  
Performance appraisal gradation

Table 4.1 Appraisal value gradation	
<u>Value</u>	<u>Information</u>
91-100	Very good
76-90	Good
61-75	Enough
51-60	Moderate
0-50	Minus

Appendix 4  
Characteristics of respondent

Table 4.2 Characteristics of respondent based on level of career	
<u>Level of Class</u>	<u>Quantity</u>
I	0
II	23
III	76
IV	1
Total	100

Table 4.3 Characteristics of Respondent based on position	
<u>Position</u>	<u>Quantity</u>
Structural	16
Staff	84
Total	100

Table 4.4 Characteristics of respondent based on level of education	
<u>Level of education</u>	<u>Quantity</u>
Master	10
Bachelor	61
Diploma Degree 4	1
Diploma Degree 3 (in equivalent)	5
Senior High School	20
Junior High School	2
Elementary School	1
Total	100

Tabel 4.5 Transparency and objectivity in PA							
<u>Qualifications</u>	<u>SA</u>	<u>A</u>	<u>N</u>	<u>D</u>	<u>SD</u>	<u>Total</u>	<u>Ratios</u>
1	32.33%	54.67%	9.67%	3.33%	0%	100%	26.13
2	29%	50.67%	14.67%	5.67%	0%	100%	14.05
3	1%	7.67%	13.67%	48.67%	28%	100%	0.10
4	41.5%	43.5%	9.5	6%	0%	100%	14.17
Average	25.96%	39.13%	11.88%	15.92%	7%	100%	13.61

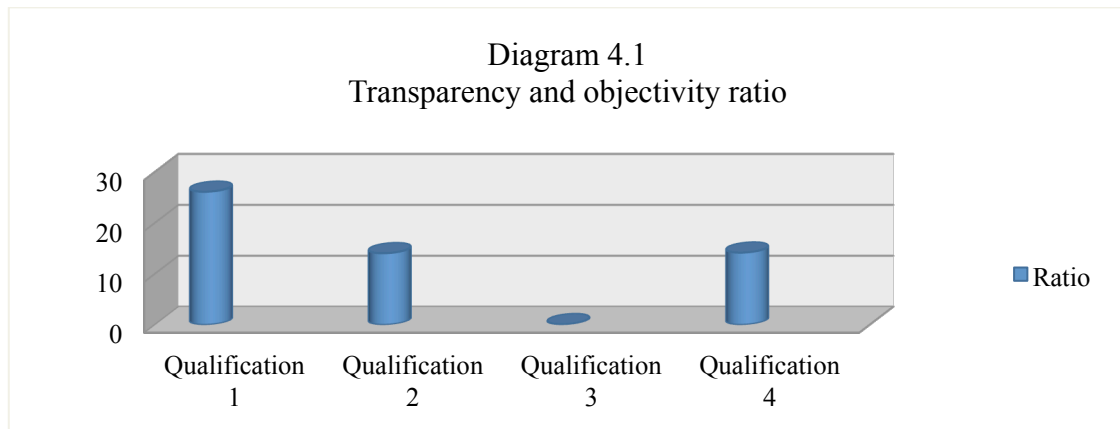


Table 4.6 PA and opportunities for advancement							
<u>Qualifications</u>	<u>SA</u>	<u>A</u>	<u>N</u>	<u>D</u>	<u>SD</u>	<u>Total</u>	<u>Ratios</u>
1	29.41%	52.94%	14.71%	2.94%	0%	100%	28.01
2	31.18%	47.35%	15%%	5.88%	0.59%	100%	12.14
Average	30.30%	50.15%	14.71%	4.41%	0.30%	100%	20.08

Diagram 2  
PA and opportunity for advancement ratio

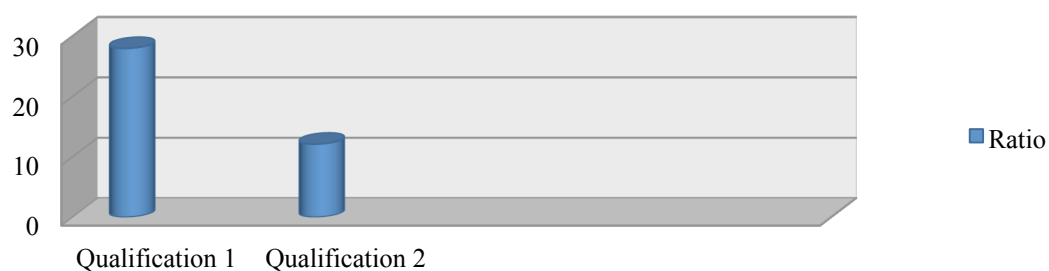


Table 4.7.  
PA and motivation

Qualifications	SA	A	N	D	SD	Total	Ratios
1	31.87%	55.40%	10.29%	2.46%	0%	100%	35.47
Average	31.87%	55.40%	10.29%	2.46%	0%	100%	35.47

Table 4.8  
PA and work problems

Qualifications	SA	A	N	D	SD	Total	Ratios
1	31.37	51.96%	11.76%	8.82%	0%	100%	9.45
Average	31.37	51.96%	11.76%	8.82%	0%	100%	9.45

Tabel 4.9  
PA and the feedback

Qualifications	SA	A	N	D	SD	Total	Ratios
1	30.88%	49.51%	13.72%	5.88%	0%	100%	13.67
Average	30.88%	49.51%	13.72%	5.88%	0%	100%	13.67

Tabel 4.10  
Average ratio for all indicators

Numbers	Indicators	Ratios	Percentage
1	Transparency and objectivity in PA	13.61	93.15%
2	PA and Opportunity for advancement	20.08	95.26%
3	PA and motivation	35.47	97.26%
4	PA and work problems	9.45	90.43%
5	PA and the feedback	13.67	93.18%
	Average	18.456	94.86%